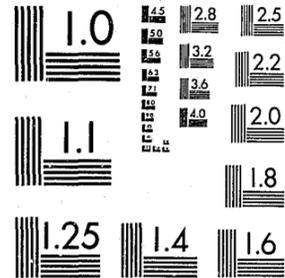


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CIVIL DISTURBANCE CONTROL

A Report to
The
Michigan Law Enforcement Officers Training Council
In Accordance with
Grant No. 177 from
U. S. Department of Justice
Office of Law Enforcement Assistance
Washington, D. C.

Compiled by
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Project Coordinator and Consultant

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FORWARD

This information has been prepared and compiled to assist members of police agencies in handling emergencies resulting from rioting conditions. Information has been compiled from standard practice, rules, procedures and orders, recommendations of experienced field commanders, and from past experiences of various police agencies.

Police functions at the time of a riot generally vary in degree but not in nature. The protection of life and property, the preservation of the peace, enforcement of laws, prevention of crime, and the apprehension of violators are the ever present responsibilities of the police.

The police department is the government agency to which the public turns for assistance in time of emergency. It is their function to:

1. Know the responsibilities and to carry them out in an effective manner.
2. Know the duties, responsibilities, functions and facilities of other agencies and departments and alert them whenever the situation requires their attention or assistance.
3. Enable the personnel and equipment of responding departments and agencies to proceed to the scene free from interference by unauthorized persons.

This information is not intended to be exhaustive. It is designed to assist police agencies in carrying out their necessary functions prior to, during, and after the existence of a riot. However, the successful solution to the problems encountered at the scene may require that extraordinary measures be taken, making unusual demands on the initiative and ability of all personnel involved. Experience has shown that well-trained and well-disciplined men will respond automatically to unusual demands

and can be relied upon to perform their duties adequately, even exceptionally, under adverse conditions.

TABLE OF CONTENTS

CHAPTER		PAGE
1	THE ROLE OF THE POLICE IN PREVENTING CIVIL DISTURBANCES. . .	1
	Training to Prevent Civil Disturbances	1
	Administrative Policies Relative to Civil Disturbances .	2
	Planning for the Prevention of Civil Disturbances. . . .	2
	Public Relations	2
	Positive Action of Police Role	3
2	THE CONCEPT OF CIVIL DISOBEDIENCE	5
	What is Civil Disobedience	5
	A New Concept of Civil Disobedience.	5
	Consequences of Civil Disobedience	6
	Distinction Between Civil and Criminal Disturbances. . .	6
	Principle Types of Civil Disobedience.	7
	The People Involved in Civil Disturbances.	8
	Crowd Characteristics and Mob Formation.	9
	Psychological Factors of People Involved	14
	Types of Violence That Might Be Encountered.	20
	Civil Disturbance Control.	22
	Factors Contributing to Community Tensions and Civil Disobedience	24
3	PLANNING FOR CIVIL DISTURBANCES.	27
	General Planning Concepts.	27
	Operational Planning	28
	Logistics Planning	52

CHAPTER		PAGE
	Intelligence Planning Prior to Civil Disorders	65
	Planning for Arrest, Identification and Detention.	69
	Planning for Counterinsurgency Operations: Operational Considerations	72
4	POLICE OPERATIONS DURING A CIVIL DISTURBANCE	80
	Mobilization and Deployment of Manpower at Time of Riot	81
	Special Devices and Equipment.	97
	Intelligence	103
	Conduct of Counter-insurgency Police Operations.	108
	Strategy and Tactics	117
	News Media	135
	Communications	141
	Utility Protection	146
	Recovered Property	151
	State of Michigan and Federal Statutes on Unlawful Assemblies and Civil Disorder.	152
	Anti-sniper Activity	163
	Formations in Civil Disturbance and Riot Control	170
	Use of Chemicals	185
	The Arrest Process	196
	BIBLIOGRAPHY	201

CHAPTER 1

THE ROLE OF THE POLICE IN PREVENTING CIVIL DISTURBANCES

I. Training to Prevent Civil Disturbances

- A. Men who are well trained in the basics of law enforcement can be counted upon to handle the unusual situations of a civil disturbance in a more effective manner. Intensive instruction and analysis in the following general areas is strongly recommended:
1. Juvenile problems
 2. Human relations
 3. Minority groups
 4. Mob behavior and psychology
- B. A closer look at the above major areas of training reveals that the following specific abilities must be developed in officers through training and example:
1. Officers must be conversant enough with basic psychological knowledge to:
 - a. Analyze their own feelings to learn how to handle them so that they interfere to a minimal degree in handling all persons as equal under the law.
 1. Command officers must recognize subordinate officers' feelings.
 - b. Develop ability to empathize with others as an aid to good judgment.
 - c. Judge the tempo and pitch in mob or crowd situations and to react appropriately using the recommendations derived from research by psychologists, etc., and the psychological aspects of previous riots now available in various forms of publications.
 2. Officers must have benefit of history and sociological information of minority groups.
 3. Officers must be trained to act quickly, efficiently, and correctly under mob and crowd conditions, thus, in many instances, controlling the situation and preventing deterioration.

II. Administrative Policies Relative to Civil Disturbances

- A. Personnel selection procedures must be able to provide administrators with the type of man necessary for the job.
1. The job must be clearly defined.
 2. The applicant must be properly interpreted, especially perhaps as to his emotional health, which is so vital to police-public relations.
- B. Complaints lodged against officers for improper conduct must be carefully investigated and appropriate action taken.
- C. Standards of administrative control must apply equally to all personnel within a department.
- D. All police administrators must always consider that their public words and attitudes reflect upon the department.

III. Planning for the Prevention of Civil Disturbances

- A. Procedures must be established for assembling personnel at any situation.
1. Number of men mobilized must be adequate to prevent any further deterioration of the situation, however, the dangers of over response should be considered.
 2. Mobilization must be rapid.
- B. Detailed policies for dealing with incidents must be carefully established and completely understood by all police personnel.
- C. Planning should include physical surveys of areas of potential disorder and records must provide trends and patterns in crime in particular communities in order to provide administrators with an accurate method of providing the correct kinds and amount of law enforcement services.
- D. Large city departments should have a specially trained emergency unit of carefully selected men to handle those situations which are out of control or threaten to be.

IV. Public Relations

- A. What is meant by a program for better public relations with the community?
1. It is a variety of techniques and organized efforts, dedicated to the goal of motivating citizens to be responsible

for the peace, order, and criminal justice in their community.

2. Some specific goals, under the general heading of preventing civil disturbances via such a program might be:
 - a. To plan and activate programs which will acquaint local citizens with their responsibilities in the maintenance of law and order.
 - b. Open and maintain channels of communication between police and citizens.
 1. To collect valuable information.
 2. To encourage conversation instead of demonstration.
 - c. A continuing survey of the community's needs which effect law enforcement's responsibility to provide peace.
 1. General crime pictures.
 2. Traffic problems.
 3. Illegal and dangerous juvenile activities and potential problem areas with juveniles.
 - d. Initiate action programs to solve these problems.

V. Positive Action of Police Role

- A. The police have a sworn duty to enforce the laws - impartially, objectively and equally, they have done this and they will continue to do this; for without law and order there can be no peace, no freedom, no rights for anyone.
- B. The police must be made aware of the significance of the surge for equal rights. They must recognize and respect the right of the people to express their views on matters of public concern.
- C. The police will protect the rights of all to peacefully assemble and petition. They will brook no interference with these rights by anyone. Their impartial role is clear and set by law.
- D. The police will also protect the rights of the people to pursue

their lives and lawful occupations free from illegal interference.

- F. The police will take appropriate action under law when the rights of anyone are obstructed.
- G. It must be clearly understood that sitdowns or other acts which prohibit the safe and peaceful movements of persons and vehicles in the public streets, and prevent access to buildings, are a violation of law and those who use these unlawful means to gain their ends are subject to arrest.
- H. It must be clearly understood that police not only have the duty but the obligation to meet illegal action with legal action to the degree necessary to restore and maintain law and order.
- I. It must be clearly understood that the police will not allow themselves to be placed in the false position of "aggressors." The police are aware of--and trained to assume--their full responsibilities; they expect others to remember and recognize they also have responsibilities.
- J. The police will preserve the public peace by every legal means. They expect public cooperation, compliance and understanding.

CHAPTER 2

THE CONCEPT OF CIVIL DISOBEDIENCE

I. What is Civil Disobedience?

A. Incipient revolution.

- 1. We cannot afford to adjust differences by this means but must insist on peaceful means, i.e. ballots, debate, principles of law, not by violence, i.e. bullets, combat.
- 2. Civil disobedience carried to the extreme will destroy our governmental system.

B. Civil disobedience defined.

- 1. Course of legally unauthorized conduct.
- 2. Purpose--for the redress of grievances.
- 3. Believed by the group to be necessary and desirable for self-interest.
- 4. Deemed by society as detrimental to established institutions.
- 5. It is conduct outside the framework of rules provided by established society.

II. A New Concept of Civil Disobedience.

A. It is all right to break the law if your cause is just and you are prepared to face the consequences.

B. The error of this concept is that the strength of our government lies only in the people.

- 1. If the people do not believe in the government and the laws that it enacts then the people do not believe in law and order which this government needs to survive.
- 2. This concept of defying the law makes the individual his own judge and this can soon be extended to murder with the justification: "I thought he should be killed and I am the best judge of what is right."

III. Consequences of Civil Disobedience

A. Decay of society.

- 1. Disorder leads to decay.
- 2. Tolerating of disobedience is first evidence of decay.

B. Planned destruction of law and order:

C. Self-interest becomes motivating force.

- 1. Taking law into own hands.
- 2. Dislike for law--failure to obey.

D. Mob violence and mob rule: means that neither persons nor property is safe.

E. Departure from the rule of law.

F. Such situations are tailor-made for the infiltration of communism.

G. Ethnological warfare waged by Communists:

- 1. Communism exploits mankind's problems.
- 2. Take advantage of differences, e.g. race and religious issues.
- 3. Stimulate or take advantage of agitation creating breakdown in law and order.
- 4. Destroy unity.

H. Demoralizing influence on law enforcement personnel.

IV. Distinction Between Civil and Criminal Disturbances.

A. Causes:

Criminal Disturbances

Individual
Environmental
Constitutional

Civil Disturbances

Group adjustment
Social, economic, religious
political
Desire for change

B. Characteristics:

Criminal Disturbances

Planned
Organized
Prior intent

Motive
Repeats

Civil Disturbances

Often spontaneous
Usually unorganized
Lack of prior intent to
damage or commit crime
Objective
Those involved usually
law abiding. Criminal
acts incidental to
issues involved.

C. Distinction between spontaneous and coordinated disturbances.

Spontaneous

Labor demonstrations
Militant political groups

School integration resistance

Coordinated

Maritime strike, 1934
Bonus march, 1933
Farm riots, 1933
Negro march, 1941
Little Rock, 1954-1959

V. Principle Types of Civil Disobedience.

A. Panic. A sudden extreme and unreasoning fright and flight pattern. The loss of self-control and the power to reason.

1. Usually associates with disaster--fire, earthquake.
2. Element of surprise--instinctive effort toward self-preservation. Reaction without reason.
3. Classic examples of public panic caused by shocking news, rumor, etc.
 - a. Modern means of immediate news dissemination has created far greater hazard today than that of former years.
 - b. 1938 radio broadcast "Invasion from Mars" by Wells--nationwide panic reaction.
4. Today, probably more than ever before, surprise and fear of the unknown are ever present potential causes of panic. Any extraordinary sensory experience may be cause of panic reaction (sight, sound, smell, etc.)
5. Police responsibility: to know the places in his district

which are potential panic locations, i.e. theaters, stadiums, schools, industrial plants, crowded stores, etc.

B. Disorderly crowds: Any large, unorganized group of people acting in an unusual manner.

1. Running, hooting or yelling, demonstrating by signs, sitting blocking, silence, etc., crowd.
2. Example: high school students, spectators at show, political or minority demonstration.
3. Size is relative to potential hazard.
4. Element of common interest.
5. Daily police experience in the large metropolitan area--only attracts attention when the disorder produces violence and spectacle.

C. Mob: A violent or aggressive group, usually acting together and unlawfully.

1. Exists to accomplish a purpose--unlawful.
2. Transitory stage between serious disorder and a full scale riot.
3. It has leadership.
4. Not typically criminal even though it is unlawful.

D. Riot: Rebellious or fanatical behavior in which all of the usual individual and social controls are absent.

1. Great riots in history have resulted from racial, religious, political and economic discontent.
2. Rioters usually seeking a change of social status, or attempting to prevent the change of social status.
3. Rioters seeking the destruction of property, looting-burning.

VI. The People Involved in Civil Disturbances.

A. Impulsive and lawless persons: The behavior of these people is not unlike the behavior they exhibit in their ordinary daily lives. They are short-tempered, hot-headed, and always

eager for a fight. Many of them are ignorant, bigoted and of low social stature.

- B. Professional agitator: This individual is experienced in participating in and fomenting disturbances. He is not swept away by the mob spirit, rather he retains complete control of his faculties. His actions are deliberate and calculated, all directed toward the realization of his fixed goal.
- C. Young leaders: They are impulsive. They are the most excited and violent of the mob. They usually initiate the first impulsive violent act which will be emulated by the rank and file.
- D. Suggestible persons: These are easily influenced to follow the lead and enter the action early.
- E. Cautious persons: Likes to get into the excitement, but waits for the cloak of anonymity which gives them courage by hiding their identity.
- F. Yielders: These people stay on the sidelines and join the action when there is a large number of persons involved, giving the impression of universality. Everyone is taking part, so they should also.
- G. Supportive persons: These individuals do not actively participate, but enjoy the act and offer encouragement from the sidelines.
- H. Resisters: These people are not moved by mob violence. Their standards and values are not changed by emotion. They disagree with the act of the majority and they resist it.
- I. The lunatic fringe: Some individuals participate in mob violence because of pathological personality. These are people who experience intense and almost continuous free-floating aggressions. These tensions can be dissipated only through attacks on others. Because of culture or education they may direct their aggressive behavior against a special group, racial, religious, etc.

VII. Crowd Characteristics and Mob Formation.

A. Crowds.

1. A crowd is not a mob!

- a. The distinction between various types of crowds is of importance since they do not all require the active intervention of the police.

- b. Important to know when not to intervene as it is to know when to exercise police authority.
- c. Equally important to be able to recognize the type of crowd that may easily evolve into an uncontrollable mob if appropriate action is not taken.

2. Characteristics of a Crowd.

- a. An outstanding characteristic of a crowd is its awareness of the law and willingness to respect the principles of law and order, resulting from the individual member's ingrained respect for the law.
- b. It is unorganized.
- c. It is without leadership.
- d. It is hesitant, or lacks mass purpose.
- e. It is ruled by reasons.

3. Types of crowds.

- a. A physical crowd is a casual or temporary collection of people showing no cohesive group behavior but merely denseness of contact.
 - 1) Has a common interest for a few moments, such as a group that gathers in front of a store window to watch a demonstration.
 - 2) It has little organization, no unity of purpose, and its members come and go.
 - 3) Such a group responds easily and directly to a "move-on" or "keep-moving" order.
- b. A psychological crowd is an assemblage of people who have sustained common intent or respond emotionally to the same stimuli.
 - 1) Ball game.
 - 2) Political speech audience.
 - 3) Parade.
 - 4) Fires.
 - 5) Accidents.
 - 6) Disturbances.

4. Types of psychological crowds.

- a. Conventional crowd: the conventional crowd is one that assembled for a deliberate and appointed purpose, such as witnessing a ball game or a stadium exhibition.
 - 1) The members of the crowd have no dependence on each other, but all have a unity of interest.
 - 2) In such a crowd, the behavior of the individual is controlled by established and understood rules and regulations. These have been laid down for the purpose of such occasions.
 - 3) It is possible, however, for such a crowd to become unruly and aggressive. The familiar throwing of pop bottles at the umpire or the quarrels that break out in the stands at a football game.
- b. The expressive crowd: an expressive crowd is so named because its members are involved in some kind of expressive behavior such as dancing, singing, or worshipping.
 - 1) Expressing their feelings and sentiments releasing their energies through the actions of the movement.
 - 2) Such a crowd is not aggressive, nor is its energy directed toward a damaging objective.
 - 3) It is far wiser to permit such activity to continue and to permit the group to so express itself if there is no serious breach of the peace.
 - 4) Interrupting the release of energies in an expressive manner may divert the latent energies of such a crowd into aggressive and destructive channels.
- c. Sightseer crowd: A sightseer crowd is one that gathers from nowhere at the scene of an accident, fire or disaster.
 - 1) Curious, cooperative and anxious to assist.
 - 2) As the crowd gathers, the officers should attempt to disperse it.
 - 3) The officers must retain the cooperation of the crowd.

d. Hostile or aggressive crowd: A hostile or aggressive crowd is an unorganized throng willing to be led into lawlessness, but is hesitant because it lacks organization, courage and unity of purpose.

- 1) It is composed of a few determined leaders, active participants, and a number of spectators.
- 2) It is noisy, threatening and will taunt and harass the police.
- 3) So long as controlled, it remains a crowd, but if control is lost, it will evolve into a mob.

B. Mob.

1. General characteristics of a mob.

- a. It has organization.
- b. It has leadership.
- c. It has a common motive for action.
- d. It is ruled by emotion.

2. Types of mobs.

- a. An aggressive mob attacks, riots and terrorizes, as in the case of race riots, lynchings, political riots and prison riots.
 - 1) The action is all one-sided.
 - 2) The mob's aim is the destruction of persons or property.
- b. An escape mob is in a state of fright, attempting to secure safety by flight.
 - 1) Panic creates an escape mob.
 - 2) Because of their tenor, members of the escape mob have lost their power of reasoning and may go so far as to destroy each other unless controlled.

- c. An acquisitive mob is motivated by a desire to acquire something. The mobs in food riots and looting are acquisitive mobs.
 - d. An expressive mob is a mob expressing fervor or revelry as following some religious activity, a sports event, or New Year's Eve celebration. It can be incidentally destructive as a result of the intensity of its fervor.
3. Formation of a mob.
- a. A pre-conditioning.
 - 1) There have been a series of irritating events or vicious rumors which have created a climate of tension.
 - 2) The first step in the transformation of a pre-conditioned and responsive group of individuals into a mob is some climatic event.
 - 3) It may be an accident or an organized expression of sympathy or resentment.
 - 4) It may be no more dramatic than many that have preceded it.
 - 5) By its nature the incident tends to attract attention and is usually of an exciting nature.
 - 6) It causes a crowd to gather at the scene.
 - 7) Its members mill about like a herd of cattle.
 - 8) The gathering of a crowd automatically causes more onlookers to accumulate.
 - b. As an incident proceeds to attract numbers of individuals, they are pressed together.
 - 1) Begin to brush and contact one another, even to initiate conversation with strangers.
 - 2) They move about in an aimless fashion, all the while communicating with each other the collective excitement of the situation.
 - 3) Through the milling process, the crowd excites itself more and more.

- 4) Individuals will break off to warn friends, get recruits, pass on rumors and hysterical excitement.
- c. The result is a spiral of stimulation.
- 1) One excited individual stimulates excitement in another, who in turn stimulates a third, who may in turn restimulate the first individual to an even greater pitch of excitement.
 - 2) By circular influences, stimulation and restimulation arising outside the group, and respond only to influences from within the crowd itself. This process creates among members of the crowd an internal rapport, a kind of collective hypnosis, in which the individual loses his self control and responds only to the dictates of the crowd as a whole.
 - 3) The individual loses critical self-consciousness, his ability to act in terms of cool and rational consideration for mob anonymity absolves him of individual responsibility.
 - 4) Brutalized emotions rise and receive the sanction of the mob. The moods and sentiments of the mob dictate his action.
 - 5) The mob then moves to vent its rage on some object chosen for violence.

VIII. Psychological Factors of People Involved.

- A. Techniques utilized and psychological factors involved in inciting a mob.
 - 1. Although most mobs result from a fortuitous chain of circumstances, at times there will be deliberate attempts to incite a crowd to riot. It is, therefore, important to know and be able to recognize the methods employed to convert curious onlookers into frenzied rioters.
 - 2. Methods of inciting mob violence.
 - a. Extensive propaganda. Included within this is the employment of all methods of communication such as newspapers, television, radio, leaflets, placards, posters, banners, whispering campaigns, and rumor circulation.

- 1) The propaganda barrage mentally preconditions the individual.
 - 2) He is thus more responsive to mob-creating stimuli.
- b. Planned demonstrations designed to heighten emotions and cause incidents.
- c. Forceful harangue of a fiery speaker, who pursues the following pattern.
- 1) Whips emotional tension to a peak of ferocity.
 - 2) Suggests a course of action.
 - 3) Justifies the suggested action.
- d. Causing incidents which will incite a mob or a crowd to mob action.
- 1) Baiting of police by verbal or physical abuse, to use excessive force, on the theory that a martyr and violence will excite the mob to greater violence.
 - 2) Violent outbursts against an investigating committee while being interrogated by the committee.
 - 3) Conducting oneself in a discourteous and offensive manner so as to necessitate his removal in such a way as to receive the sympathy of the mob and incite its anger against the police for removing the malefactor.
 - 4) The successful commission of an act of violence which convinces the mob of the weakness of the police and encourages further outbursts.
 - 5) The appearance of a hated individual or a member of a hated group will often trigger a mob into violent action.
3. Psychological influences that work in favor of the agitator inciting mob action.
- a. Novelty.
- 1) The new and the strange have a unique fascination to the average person.

- 2) An individual may subconsciously welcome a break from boring routine of daily life and may react enthusiastically to new circumstances.
 - 3) The specific stimuli which usually govern his actions will be absent, and the lessons of previous experiences, which were employed in solving customary problems, will be inapplicable.
- b. Suggestion.
- 1) In a novel situation, one is lacking in experience and thus more prone to accept the suggestions of one who apparently has knowledge and experience.
 - 2) People in a mob action are not always aware of the real causes of their difficulty or at least are not convinced of them.
 - 3) Because of this lack of understanding, they readily accept the ideas of a leader.
 - 4) Ideas spread without raising any thought as to their consequences.
- c. Contagion.
- 1) People become emotionally stimulated by the actions of others even though they may not share the grievance from which the emotion originated.
 - 2) This sharing of emotion may start in the form of sympathy, but often develops into anger.
 - 3) People imagine themselves in the same difficulty as others and thus become enraged merely by thinking about the insult or injury.
- d. Imitation.
- 1) The primitive urge to do what others are doing is always very strong.
 - 2) The mob atmosphere increases the normal urge to conform.
 - 3) In an emotional crowd or mob, which is likely to turn its anger against a dissenter, this pressure for conformity is extremely strong.

- e. Anonymity.
 - 1) When an individual is within a mob, he may tend to lose self-consciousness, because his identity may merge with that of the mob.
 - 2) As a consequence of such a temporary loss of identity, the feeling that he will not be recognized, he may sense a freedom of restraint and may feel that he will not be blamed for his actions, whatever they may be.
- f. Release of repressed desires.
 - 1) In a mob, the repressed and unsatisfied desires of an individual, which are normally held in restraint, are readily released.
 - 2) The temporary release is itself a powerful incentive for an individual to participate in mob action, because it gives him an opportunity to do things which he may have wanted to do, but which hitherto he dared not do.
- g. Sense of power.
 - 1) The size of a mob gives the individual a sense of power and the desire to use it.
 - 2) Most people like power and have a desire to, and will use it when they feel that they are possessed of it.
 - 3) This feeling of power is augmented by a feeling of irresponsibility, an obviously dangerous combination.
- h. Sense of righteousness.
 - 1) The unity of purpose of the mob causes the individual to reationalize his anger until he is convinced of the mob's righteousness.
 - 2) This rationalization is often orally expressed as follows: "How can we be wrong in our anger and our actions when everyone about us is also angry and is participating in the same actions?"

- 3) These utterances by a number of those in the mob will only tend to convince the members of the mob that what they are thinking and doing is justifiable.

B. Psychological characteristics of a mob.

- 1. Once a mob has evolved, its members evidence certain unique psychological characteristics.
 - a. Observable characteristics.
 - 1) Homogeneity.
 - 2) Emotionality.
 - 3) Irrationality.
 - b. Hidden characteristics.
 - 1) Anonymity.
 - 2) Universality.
- 2. Homogeneity of mental state.
 - a. Members of the mob share common attitudes and opinions, common dissatisfactions, frustrations, and conflicts, all of which add to the make-up of the mob's "sameness".
 - b. There is such a singleness of purpose that it seems the mob is not made up of individuals, but parts of a single emergent mind, or a "group mind".
- 3. Emotionality.
 - a. The emotionality of mobs consists of the high degree of emotional tension and excitement maintained by participants.
 - b. Hostile emotions like anger and fear predominate over pity, love and other unaggressive emotions.
 - c. While mobs are acting, excitement seldom stays at the same level or drops--it continuously increases. This is sometime referred to as a spiral of stimulation.

- d. Each mob or riot member perceives a total emotional excitement greater than his own, since there are many excited individuals surrounding him--and this causes each participant to become more excited.
4. Irrationality.
- a. Narrowing perception.
- 1) The panicked mob, in a theatre fire, collectively perceives only the course of action and rushes for the exit.
 - 2) Since the exit they rush for may not be the only exit available, the mob increases the danger rather than alleviates it.
 - 3) The irrationality of the members of the mob consists not of their supposed stupidity, but rather of their narrow perception of what to do; namely, one course of action--rush for the exit. This applies in all cases of mob activity.
 - 4) The lynch mob doesn't consider and weigh various alternatives.
 - 5) Similarly, the opposing mobs making up a riot do not consider alternative ways to resolve conflict or dissatisfactions concerning the other group, such as legal action or economic reprisals.
 - 6) Riot participants perceive, narrowly, only a few alternatives--destroying or injuring the body or property of the competing mob.
- b. Regressive character.
- 1) Young children react to frustrations or dissatisfactions through immediate, unsophisticated, usually violent behavior that releases existing tension.
 - 2) This often called "childish" behavior.
 - 3) When such behavior is indulged in by youths or adults who are supposedly mature enough to find more satisfactory, socially acceptable solutions, their behavior is called regressive.

5. Anonymity.
- a. The members of a mob have so lost their conscious identity of themselves that they suppose themselves to retain anonymity, generally with good reason because of the difficulty of identifying and apprehending the lawbreakers whose activity results in mob action.
 - b. This anonymity results in a loss of responsibility that prompts the legally and socially unacceptable actions of the mob.
 - c. Mob members no longer perceive themselves as individuals unique to their own social, economic, and familial roles and responsible for their own actions as well as their family's and the society's well-being.
6. Universality refers to that impression of a member of a mob that the mob encompasses all. "Everybody is doing it."
- a. This is the general impression easily gained by mob members.
 - b. From this, it is an easy step to the supposition that the entire community approves, since supposedly if they were all there, they would do the same things.
 - c. Such a feature of the mob explains to a large extent the "righteousness" of many mob actions and riots.

IX. Types of Violence That Might Be Encountered.

- A. Verbal abuse.
1. Verbal abuse in the form of obscene remarks, taunts, ridicule and jeers.
 2. Sound trucks or hand-powered megaphones may be used, not only to direct the mob, but also to heap abuse on the police units in an attempt to demoralize them.
- B. Written abuse: printed material, posters, signs painted on walls and streets which attack the police may be utilized.
- C. Noise.
1. Shouting, chanting, singing, plus every imaginable means of making noise may be used.

2. Chants are extremely effective.
 - a. Their rhythmic pattern, accentuated by the use of drums, has the tendency to increase the level of excitement and aggressiveness of the members of the mob.
 - b. This will tend to fatigue and demoralize the police.
- D. Throwing objects: almost anything may be thrown by the mob.
 1. Objects may include rotten vegetables and fruits, rocks, bottles, improvised bombs, acids, lye and glass.
 2. The objects can be thrown from the body of the mob or from various vantage points, such as windows and roofs of nearby buildings.
 3. The objects may be thrown by hand or various devices, such as slings or sling shots, which will increase the effective range of such an attack.
- E. Rolling vehicles or objects against troops.
 1. When the police are located on a slope or at the bottom of a slope, dangerous objects can be rolled toward the troops.
 2. Wheeled vehicles can be driven under their own power toward troops, and the drivers can jump out before the vehicles reach the target.
- F. Hand weapons.
 1. Members of the mob may be armed and employ various types of hand weapons, e.g. clubs, knives, ice picks, chain.
 2. The degree of armament will indicate the degree of spontaneity of the mob and the caliber of its leadership.
- G. Guns.
 1. If guns are utilized, it may be on a small scale, e.g. snipers, or a heavy volume of fire.
 2. Sniping at police and fire personnel is the more probable.
- H. Fire. The mob may utilize fire as a weapon by burning buildings or cars, or by firing an area that has been flooded with a flammable liquid or using such liquids in bombs that are thrown at the police.

- I. Explosives. A mob may employ explosives against the police or property.
- J. Attacks on small groups. Mobs may vent their hatred upon an individual or small group who may be beaten, seriously injured, or killed.
- K. Destruction of property and looting.
 1. Vehicles, cars, buses, street cars, may be turned over, damaged or set on fire.
 2. Residences and businesses may be looted.
- X. Civil Disturbance Control. The following principles are basic considerations in the successful execution of civil disturbance control operations. Their proper application is essential to the exercise of command and the effective conduct of the tactical police mission. Each principle is a vital consideration in itself, but is related to the other principles. Depending on specific circumstances, each may seem to be either in conflict with or support others. Therefore, the degree of application of any specific principle may vary according to the specific situation.
 - A. Principle of the objective. The basic primary objective of civil disturbance control operations are the destruction of the mob's organization and the breaking of its will to resist. Operations must move toward these objectives by the most rapid and direct means. The ultimate objective obviously is the restoration of law and order.
 - B. Principle of the offensive. The maintenance of the offense is necessary to achieve decisive results and to maintain freedom of action. It permits the Commander to exercise initiative and control; divert or disperse the mob; to set the pace and determine the course of operation; to exploit the mob's weaknesses; to take advantage of rapidly changing situations; and to meet unexpected developments. The defensive may be forced on the Commander, but it should be adopted only as a temporary measure for the purpose of economizing forces while awaiting buildup of sufficient force and equipment for a decisive action or used as a delaying tactic until the offensive can again be regained. The initial action of isolating the riot area could be considered a temporary defensive measure.
 - C. Principle of mass. Superior power can result from the most effective combining of police strength with carefully selected measures of force. Correct application of the principle of mass, in conjunction with the other principles of civil disturbance control, may permit numerically inferior police forces to achieve desired results.

- D. Principles of economy of force. Skillful and prudent use of force will enable the police commander to successfully accomplish the mission with minimum expenditure of resources. Although at first glance this principle may tend to be in conflict with the principle of mass, it can also be considered as complementing this principle. Massing a minimum force into an organized unit (i.e. show of force) rather than piece-meal commitment of individual officers on the scene actually combines the purpose of these two principles.
- E. Principle of maneuver. Maneuver is an essential ingredient of force. It contributes materially in exploiting successes, in preserving freedom of action, and in reducing vulnerability. The objective of maneuver is to dispose a police force in such a manner as to place the mob at a relative disadvantage and thus achieve results which would otherwise be more costly in men and material. Successful maneuver requires organizational flexibility, administrative support, and command and control. It is the antithesis of permanence of location and implies avoidance of stereotyped patterns of operation.
- F. Principle of unity of command. The decisive application of necessary force requires unity of command. Unity of command obtains unity of effort by the coordinated action of all police forces toward a common goal. While coordination can often be obtained by cooperation, it is best achieved by vesting a single commander with the necessary authority.
- G. Principle of security. Security is achieved by measures taken to prevent surprise, preserve freedom of action, and deny the mob information of the police force. Since risk is inherent in civil disturbance, application of the principle of security does not imply undue caution and the avoidance of calculated risk. Security frequently is enhanced by bold seizure and retention of the initiative which denies or reduces the mob's opportunity to interfere.
- H. Principle of surprise. Surprise can decisively shift the balance of power. By surprise, success out of proportion to the effort expended may be obtained. Surprise is achieved by striking a mob at a time, place, and in a manner for which it is not prepared to react effectively. Factors contributing to gaining surprise include speed, deception, application of unexpected force, effective intelligence and counterintelligence, to include communication security, and variations in tactics and methods of operation. THE SUDDEN APPEARANCE OF A SMALL, ORGANIZED, PROPERLY EQUIPPED FORCE AT THE SCENE WILL OFTEN ACCOMPLISH THE MISSION.
- I. Principle of simplicity. Simplicity contributes to successful operations. Direct, simple plans and clear, concise orders minimize misunderstanding and confusion. The simplest workable plan or course of action is best.

XI. Factors Contributing to Community Tensions and Civil Disobedience.

A. Social factors.

1. Racial or minority group injustices, whether real or imagined, create an atmosphere of distrust and fear.
2. Religious differences can often create schisms in the community just as serious as racial differences.
3. Normal community activities, involving crowds, can deteriorate into serious disorder under certain conditions (e.g. large crowds outside, hot weather, an "incident").
4. Existence of a matriarchal society prevalent in Negro areas can present unusual problems to police and the larger community.
5. Adult attitudes towards conduct of young people, teenagers, etc., may vary due to different cultural values and attitudes. These may be in conflict with the norms of the community.

B. Economic factors.

1. Extreme poverty can breed crime and perpetuate barriers to social advancement.
2. Unemployment and/or unfair hiring practices tend to confirm for minority group persons that they are facing a "stacked deck" in their efforts to improve their lot.
3. Poor housing conditions and discrimination in the sale of real estate create dislike for the "power structure," and the policemen who symbolize the establishment.
4. Affluence of large parts of the community may create unawareness and insensitivity so that no desire to cope with "minority group" problems exist.

C. Political factors, such as power struggles.

1. Efforts by the majority, legal and otherwise, to maintain the status quo.
2. Efforts, legal and otherwise, by minority groups to upset the balance of power; to share, dominate, or alter the political system.

D. Absence or failure of constituted authority.

1. Failure of law enforcement to act:

- a. In a crowd or arrest situation, due to indecision, or lack of appropriate laws;
 - b. In certain situations due to a lack of manpower, or inadequately trained manpower;
 - c. Because of a fear of adverse public reaction.
2. 2. Absence of law enforcement.
- a. Serves as a contributing factor to disorder because members of the crowd (or mob) feel they can act with impunity.
 - b. Some in minority group areas feel they are not receiving adequate police services.
- E. General factors.
1. Minority groups struggle for full enjoyment of civil rights.
 2. Inequitable law enforcement, real or imagined, towards minority groups.
 - a. Demonstrated bias or prejudice on the part of police.
 - b. A feeling in some areas that they are "over policed".
 3. Lack of meaningful communication between police and the minority community.
 4. Stereotyping:
 - a. Of minorities by police and other city officials;
 - b. Of police and city officials by minorities and the larger community.
 5. Rumors and sensationalism:
 - a. Inflammatory statements and stories based upon distortions and/or half truths.
 - b. May be originated by police, city officials, minority groups, religious and lay groups, news media.
 6. Absence of organization and leadership among the masses of minority group members.
 - a. Self-proclaimed leaders.
 - b. Leaders selected by the white majority to represent the minority.

- c. General lack of opposition among the minorities against the radical elements (tacit approval).
 - d. No real leadership for the minority community.
7. General public apathy towards the issue of civil rights and impartial law enforcement.
 8. Outsiders who capitalize on local problems as a means of promoting their own goals.

CHAPTER 3

PLANNING FOR CIVIL DISTURBANCES

I. General Planning Concepts

A. Basic considerations:

1. Recognize the need for certain plans.
2. Establish objectives.
3. Gather and analyze relevant data.
4. Develop the plans.
5. Obtain concurrence within and outside the department.
6. Take steps to implement the plans in an orderly manner.
7. Provide for inspection.

B. Types of plans:

1. Goal plans - these outline ways to realize the end objectives.
2. Standing plans - these furnish standard operating procedures wherein generally the same problems are handled each time in the same way.
3. Short-term or single-use plans - these deal with foreseeable problems of a special nature (e.g., beach riots, campus disturbances, a special parade or demonstration, etc.)

C. Classification of plans:

1. Management plans - these relate to equipping staffing, and preparing the department to do the job.
2. Operational plans - these relate to the work programs of the line divisions.
3. Procedural plans - these are plans covering the standard method of action to be followed by all members of the department under specified circumstances.

4. Tactical plans - methods of action to be taken at a given location, and under specific situations.
5. Extradepartmental plans - those plans that require action or assistance from persons and agencies outside the police department.

II. Operational Planning.

A. Planning for training:

1. Department-wide training plans should include:
 - a. Programs dealing with community relations.
 - b. Coping with emergencies.
 - c. Coping with disturbances.
 - d. Regular evaluation and critique of operations.
2. Special purpose units should receive in-depth specialized training. This applies particularly to the:
 - a. Human relations unit.
 - b. Crowd control unit.
 - c. Riot squad.
 - d. Command post personnel.
3. Supervisory and command levels require additional training and exercises related to:
 - a. Objectives of the overall plan.
 - b. That portion of the plan for which they are accountable.
 - c. Strategy and tactics to be employed.
 - d. Controlling and directing subordinates under stress conditions.
4. Training in human relations for special purpose units should be more detailed and sophisticated than that furnished to the remainder of the department.
5. Auxiliary Police and Civil Defense personnel should be included in the departmental training program since they frequently will work with, or in support of, regular officers in the field.

6. Firemen and certain other city employees need, as a minimum, police-type training in the following areas:
 - a. Familiarization courses regarding police duties and responsibilities during emergencies.
 - b. Traffic direction and routine tasks training that would enable them to act as a manpower supplement for temporarily replacing regular officers in areas outside the disturbance areas.
 7. Firemen and certain other city employees could train policemen regarding incendiary devices and arson, emergency rescue, securing utilities, etc.
- B. Mobilization plans:
1. It is essential to work out in advance a personnel alert system. Such a system could operate in stages, depending upon the nature and magnitude of the emergency.
 - a. The first stage would involve placing all personnel on a 24-hour stand-by.
 - b. The second phase would place personnel on stand-by for immediate reporting for duty.
 - c. The third phase would involve an actual call-up and assignment of men in the field.
 - d. In addition to direct telephone or personal contact, personnel can be notified via radio and TV spot announcements. However, caution is suggested with this method as it may add to the problem of creating rumors, crowds, and panic.
 - e. Designated assembly points should be identified in advance, and should be outside the perimeters of the disturbance area.
 - f. Mobilization plans should include necessary logistical support in terms of equipment and transportation vehicles, patrol units for use in the field, and community resources.
 2. Provide an alert system for those responsible for logistics.
 3. Coordinate the mobilization plan with requests for Mutual Aid; i.e., supplementary aid from surrounding departments, National Guard, etc., as authorized by state law.

4. Knowledge of necessary manpower needed and capability to assemble.
 - a. Regular force on duty.
 - 1) Considerations:
 - a) All other police functions kept to a minimum or stopped for duration of emergency.
 - b) 12-hour shifts.
 - c) Sustained action for long periods of time.
 - b. Off duty and vacations (must know where personnel on vacation can be located).
 - 1) Method of call-up.
 - a) Telephone.
 - b) Radio and TV (this method can create problems leading to rumors, crowds, and panic).
 - 2) Considerations.
 - a) Special squads consisting of men who are not on duty or who may not even be in the general area.
 - b) Numbers - Contact Sources (phone).
 - c) Continued police service for long periods of time.
 - d) Overtime pay.
5. Auxiliary or reserve units.
6. Assistance from other law enforcement agencies.
 - a. State Police.
 - b. Adjacent communities (Mutual Aid).
 - c. Sheriff's department.
 - d. Preplanning and compacts considerations.
 - 1) Authority.

- 2) Compensation - injury - death.
 - 3) Integration of command.
 - 4) Communications.
 - 5) Use of equipment.
 - 6) Type of assignments.
 - 7) Who does what.
 - 8) Who has overall authority.
7. Assistance from the military - National Guard.
- a. Considerations.
 - 1) Preplanning with military.
 - 2) Governor's authority.
 - 3) Order to Adjutant General.
 - 4) Request from mayor, sheriff, or city manager.
 - 5) Work with provost marshal.
 - 6) Simultaneous calls.
 - 7) Communications.
 - 8) Overall authority.
 - b. Preplanning meetings with military leaders.
 - 1) Troop assembly areas.
 - 2) Routes to follow (alternate routes).
 - 3) Reassembly points.
 - 4) Equipment available.
 - 5) Estimated time it will take to assemble.
 - 6) Number of men required.
 - 7) Overall command of emergency situation by appropriate command personnel
 - 8) Overall command post.

- 9) Procedures to follow once emergency conditions begin and military assistance is required.
- C. Establishment of command post:
1. As soon as possible, a command post should be established at or near the location of the disturbance.
 2. Location of the mobile command post.
 - a. The ideal situation is a mobile command post as it may be set up and moved as the problem dictates.
 - b. Mobile headquarters should have a portable power supply. Adequate communications, maps, lighting, data and reference material are necessary in the direction, coordination and control of any major incident.
 - c. Psychological standpoint: the mob will be cognizant of the immediate police presence and it should be evident that the police is not a loose, poorly organized group, but a well coordinated and tightly controlled unit there to do a specific job.
 - d. Considerations in the use of an existing building.
 - 1) If a mobile unit is not available, the next best thing would be a building near the location of the disturbance.
 - a) Do not use a building that is in the immediate danger area, no matter how convenient it may be.
 - b) The best method would be a city or county-owned building; however, any empty building adjacent to location may be used.
 3. Possible command post sites.
 - a. Police headquarters, if adequate.
 - b. Schools.
 - c. Civic auditoriums.
 - d. Municipal buildings.
 - e. Stadiums.

- f. Mobile units.
 - g. Industrial site.
 - h. Other buildings which would lend to command post operation.
4. Factors affecting selection.
- a. Physical size.
 - b. Parking.
 - c. Location in relation to potential problem area.
 - d. Established logistical requirements for:
 - 1) Initial local operation.
 - 2) Potential expanded operation with allied municipal agencies.
 - e. Access and egress routes to and from command post to problem area.
 - f. Established communications (phones - existing line capability).
 - g. Proximity of eating establishments (also those that will be open if a curfew exists).
 - h. Providing security (street level building).
 - i. Emergency power (if not available, make provisions).
5. Control: obtain name, address and phone number(s) of individual(s) who has control of site and his alternate(s).
- a. Establish procedure for mobilization accessibility on a 24-hour basis.
 - b. Arrange to have duplicate key in custody of department.
6. In command post preparation a complete floor plan layout of facility is needed, locating the following:
- a. Commander's or chief's office.
 - b. Operations room (command post supervisor - telephones).
 - c. Communications room.

- 1) Radio - teletype.
 - 2) Operations room and communications room should be contiguous.
- d. Command staff meeting room.
 - e. Officials conference room.
 - f. Press room.
 - g. Specific sleeping area for command post personnel utilizing cots.
 - h. Allied cooperating agencies room (command personnel).
 - i. Security posts.
 - j. Entrance(s).
 - 1) Keep in mind one entrance, if possible, should be used for access by press, citizens, other agencies, officials, others, etc.
 - a) An officer or officers will have to be provided to control admission.
 - b) Communications will have to be established between this entrance and the operations office.
 - 2) One entrance should be provided specifically for police personnel in close proximity to the parking area, and where their movements are not readily observed.
 - k. Locate command post on a map of your municipality. Draw up a paper outlining the number of personnel required to staff and operate your command post on a 24-hour basis while working on 12-hour shifts.
 - 1) Consider your own departmental table of organization and structure, strength and manpower.
 - 2) Give full particulars on name of building and address; custodian and his name, address and phone number; alternate, his name, address and phone number.
7. Other command post considerations.
- a. Eliminate parking in the immediate area.

- b. Maintain good exterior lighting completely around command post; maintain an emergency generator.
 - c. Adequate supplies (refer to Logistics section).
 - d. Provide adequate restroom facilities for adults.
 - e. Provide accommodations for eating and sleeping.
 - f. Insure security of communications center; locate so as to be readily accessible to field commander.
 - g. Group closely related activities in the same area.
 - h. Have reporting and information desk located near door.
 - i. Provide facilities or briefing location for press; restrict press to specific areas within the command post.
 - j. Have maps showing location of underground utilities; water, sewers, etc.
8. Command post needs and equipment.
- a. The command post should have a radio communications setup that makes it possible to monitor and broadcast to fire departments, civil defense, sheriff's officers and other police patrol units, thus enabling the operations officer in charge to coordinate activities with the other departments as well as his own, in a minimum amount of time and with maximum efficiency.
 - b. It should also be equipped with phone or radio phone in the case of a mobile unit.
 - c. A public address system should be available for use in giving instructions and orders to the officers or the crowd.
 - d. In the case of a mobile unit, it should be equipped with its own power source (built-in gasoline operated generator).
 - e. Fire extinguishers.
 - f. Typewriters, desks, office supplies.
 - g. Situation maps, tack boards, blackboards.

- h. Recorders, tapes.
- i. Status logs.
- j. Emergency food and water.
- k. Gas masks.
- l. Defensive weapons.
- m. Field reserve armory.
- n. Personnel rosters.
 - 1) Police department--unlisted numbers.
 - 2) City officials--unlisted numbers.
- o. Copies of operational plans.
- p. Signs.

D. Considerations in establishing the field command.

- 1. The commander.
 - a. Chain of command: there must be no question where command rests in the face of a disorderly crowd. The chain of command must be well defined and respected. The field commander should have complete authority within the designated trouble area. His orders may be countermanded only by the chief of police.
 - b. Authority: the officer in command at the scene must have the authority to take whatever action, in his judgment, is necessary at that time.
 - c. Personal qualities.
 - 1) The leader of the police must maintain the psychological advantage throughout the operations by firm decisive action as required by the situation.
 - 2) He must never harangue, dare, threaten, or bluff.
 - 3) He must never display hesitancy or weakness.
 - 4) He must pursue each action vigorously and aggressively.

- g. Assistant to monitor and transmit on walkie-talkie.
- h. Assistant to man radio base station.
- i. Assistant to receive and make phone calls.
- j. Assistant to act as a recorder - log all data from the field (radio messages, telephone calls, information received from any source), and all orders and messages sent out.
- k. Assistant to serve as a messenger.
- l. Trained clerical staff. (In smaller jurisdictions, some of the foregoing assignments would undoubtedly be combined.)

E. Liaison:

- 1. Establish liaison with groups and organizations. Planning for peaceful handling of racial incidents can be largely summarized by the word "liaison." This can be defined as a "bond or connecting link, a coordination of activities, intercommunication between units acting as neighbors."
 - a. All members of the department should work to establish close liaison with the public.
 - 1) This is particularly true of the line officer, who is in daily contact with the citizens of his area.
 - 2) He should be trained to develop close personal grass root relationships.
 - b. Community liaison officer: it has proven beneficial to designate a particular officer to act as a community liaison officer.
 - 1) His official duty is to establish communication with groups and organizations; i.e., Chamber of Commerce, Retail Gas Dealers, etc.
 - 2) He should always be available to anyone who evidences an interest in law enforcement.
 - c. Purpose: the first purpose of any such program is to bring to the attention of the public the position and functions of the police, as well as to inform them of the outstanding job being performed by the police. Once this is accomplished, the other purpose,

obtaining the cooperation and support of the public, will be realized.

d. Methods of establishing liaison.

- 1) The police cannot wait for the public to come to them; rather, they must aggressively seek out and make the acquaintance of individuals and associations.
- 2) To this end, they should avail themselves of any and all opportunities to make face-to-face contacts and to speak to or assist various groups and clubs.
- 3) Fully inform the public by all the means available of the position of the police.
- 4) Give to the public information on police and their work.
- 5) Learn the conditions in the community.

e. Liaison with civil, fraternal, professional, and religious groups.

- 1) Introduction.
 - a) In every area there are groups of citizens who have banded together into organizations and clubs designed to work toward some interest common to the various members.
 - b) These groups are largely composed of the opinion-makers of the community.
 - c) In addition, these organizations and individuals represent a general cross-section of the community.
 - d) Through them the police have the means to convey information to virtually everyone in the community.
- 2) Degree of participation.
 - a) It should be stressed that a police officer must avoid aligning himself with one civic group or service club to the exclusion of others.

- b) Membership in individual service clubs should be undertaken only with an understanding of limited participation.
 - c) Police should avoid election as an officer or serving on committees where his influence might be used to the advantage of the club, or where such advantage might be jeopardized by such alignment.
- 3) The police may mobilize the interest of clubs in constructive action on minority problems and give it direction by pointing out specific things these agencies could do to ease various problems of minority groups and to promote harmonious relations.
- f. Establishment of close liaison with school and playground personnel is important.
- 1) Firm cooperation between them will do much to curb activities of undisciplined roving mobs or groups at the close of school each day.
 - 2) Principals, deans of boys and girls, and athletic directors should be encouraged to undertake educational and preventive programs designed to minimize, if not prevent, friction between children of different groups.
 - 3) They should make it plain that misconduct during or after school will not be tolerated.
 - 4) The police department should observe student behavior as the students move from school to home.
 - 5) Liaison with minority leaders and groups.
 - a) The first step in any program to reduce and eliminate minority problems is to contact and establish a working relationship with responsible leaders among minority groups.
 - i) They should be made familiar with the position of the police.
 - ii) Their full and constant cooperation should be sought in the maintenance of public order by exposing false

rumors, identifying dangerous individuals, and notifying their groups of the position of the police, as well as informing the police of problems and complaints of their groups.

- b) The police should attend meetings of minority groups and offer advice and assistance whenever possible.
- 6) Liaison with hostile groups: police liaison should be established and maintained with groups who do not like the police as well as with those who do.
- 7) Liaison with legal department.
- a) It is important to make use of the city attorney and the district attorney.
 - i) Bear in mind that our democratic form of government holds the legislatures responsible for enactment of laws, the courts and legal departments for interpretation of these laws, and the police for enforcement of these laws.
 - b) It is suggested that the police agency take the initiative in requesting your local legal representative to do the following:
 - i) That he research federal, state and local law pertaining to the control of demonstrations, riots, crowds and gatherings. Further, that he study and know the effects of court interpretations of the various laws and ordinances.
 - ii) That he teach this subject to members of your department, giving a thorough and practical knowledge of the legal aspects of the problem. In particular, supervisory personnel should give detailed instruction on the same subject.

- iii) That he assist in advising minority groups of the legal responsibility of the police in the handling of these matters.
 - iv) That whenever possible he should be available at the scene of a disturbance to give legal advice.
 - v) That his interpretations not change with the political winds.
- 8) Liaison with city and county officials and agencies.
- a) Officials.
 - i) It is entirely possible that city and county officials, including elected officials, may give cause for concern and be a greater problem at times than some of the racial problems.
 - ii) An extremely publicity-conscious official, lacking an understanding of the problem and a realization of its seriousness, may make public statements which tend to destroy previous police planning.
 - iii) Therefore, it is important that we inform our city and county officials as to the seriousness of a situation and keep them fully advised of its progress and solicit their cooperation.
 - iv) The inspectors and other employees of these agencies will often discover facts concerning possible tension areas and danger points that would be a valuable supplement to police intelligence work in this field.
- 9) Liaison with other law enforcement officials and military commanders.
- a) Introduction.

- i) Police should cultivate an acquaintance and rapport with other law enforcement officials of surrounding communities and members of state and federal law enforcement, regulatory agencies and military units.
 - ii) Police should participate in area police officials' organizations where they exist.
 - iii) A cooperative attitude with these officials will generally produce favorable results later when problems of mutual interest arise.
- b) Definite arrangements should be made, before there is any sign of trouble on the horizon, regarding procedures by which the assistance of other law enforcement agencies can be obtained in the shortest possible time if there should be a serious disturbance in the area.
- i) As the procedures for obtaining such help varies, it is essential to know exactly what steps must be taken to obtain assistance from each of the available forces, to have detailed plans worked out with the heads of such forces and, if possible, to have all necessary papers drawn up ahead of time, requiring only signatures and dating to make them effective.

F. Press relations.

1. Introduction.

- a. The press performs an extremely important function in our society.
 - 1) It supplies the public with the news, news of crime and police activity which the public has a right to know.
 - 2) It is imperative that all news coverage be impartial, fair and complete.
- b. To accomplish this end, the police must not only maintain close and cordial relations with the press,

but must supply it with full and complete information whenever this can be done, considering legal and public responsibility.

- 1) Such conduct will convince the press of the integrity and honesty of the police.
- 2) Such confidence is essential in the times of stress and confusion which result from a riot.
- 3) At such times, the press must have complete confidence in the police, so that it can contribute to the overall effort of the police to establish and maintain order, while at the same time performing its duty to fully inform the public of the events.

2. Effect and value of press reporting on police matters.

- a. The public will judge the adequacy and efficiency of the police department as reflected in:
 - 1) Reports of crime prevalence.
 - 2) Police activity in crime detection and prevention.
 - 3) Misconduct and malfeasance on the part of members of the force.
- b. The public should be educated as to:
 - 1) Police problems, numbers and equipment.
 - 2) Need for public cooperation - to press complaints, to report violations of law, to bear witness against violators, to take precautions for the safeguarding of their own property, etc.

3. Public relations officer.

- a. It is beneficial to assign and train a particular officer to handle all public relations. The centralization of information will simplify the work of the press and assure a comprehensive and complete presentation of the true facts rather than a fragmented and distorted conglomeration of facts and rumors.
- b. Procedure.

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- b. Procedure.

- 1) Make known the impartial position of the police and their determination to perform their duty to protect society by a strict, impartial enforcement of the law.
- 2) Be cooperative and helpful toward the press. It is a mistake to regard the efforts of reporters as nuisances, for they are the eyes and ears of the whole community, and much depends upon their having access to authentic information from police sources.
- 3) Make definite provision for giving accurate information to these agencies of public opinion. Promptly and fully advise them of the procedure to be followed by the police in dispensing this information.
- 4) Minority news media should be treated the same as all others. The police officer should have the same helpful attitude toward representatives of the minority group press as he has toward members of the majority group press.

c. Voice complaints on sensationalized press releases.

- 1) Make press aware of dangers.
- 2) Make all information available to police on detail.

G. Planning the dispersion and movements of troops.

1. Based upon the intelligence data available, the field commander shall plan for the movement of his unit.
 - a. Selection of routes.
 - 1) Select shortest routes and least vulnerable to danger.
 - 2) Avoid streets with high buildings and overpasses.
 - 3) Select alternate routes.
 - b. Assembly area.
 - 1) Close proximity to disturbed area.
 - 2) Large enough to avoid congestion.

- 3) Easily secured.
- 4) Adequate routes available to the scene of the disturbance.

c. Security.

- 1) On riot control operations, each individual is responsible for his own security and the security of his equipment, as well as flank security of those on either side of him.
- 2) It shall be the responsibility of the field commander to establish adequate security measures in the assembly area.
- 3) During marching movements, it shall be the responsibility of the respective unit commanders to provide:
 - a) Adequate reconnaissance.
 - b) Advance, flank, and rear guard.
 - c) Air observation if practical.
 - d) Emergency plan in case of attack.

H. Estimating the situation.

1. Consideration of primary mission.
2. Situation - opposing lines of action.
 - a. Physical capabilities of rioters.
 - b. Present position and activity of rioters.
 - c. Leadership of rioters.
 - d. Possible course of action by rioters.
3. Situation - own lines of action.
 - a. Experience.
 - b. Reinforcement.
 - c. Status of supply.

- d. Time.
- e. Terrain.
- 4. Decision.
 - a. How many officers will be required?
 - b. What size units will be required?
 - c. What size reserve will be required?
- I. General factors of operational planning for any large gathering of people.
 - 1. Nature of the event; its purpose.
 - 2. Exact location.
 - 3. Time and duration; schedule.
 - 4. Estimate of attendance and number of vehicles.
 - 5. Geographical and legal jurisdiction(s) where it will take place.
 - 6. Character and temperament of participants, spectators, residents.
 - 7. Sponsoring organization; names of leaders, monitors, coordinators, etc.
 - 8. Identity of potential counter-demonstrators; strength, tactics.
 - 9. Physical features of the area (business places, apartment buildings, etc.)
 - 10. Communications required.
 - 11. Need for Mutual Aid.
 - 12. Ambulance and tow car needs.
 - 13. Number of personnel and equipment required.
 - 14. Effect upon or hazard to public utilities.
 - 15. Need for a command post--mobile or fixed.

- 16. First aid centers, hospitals available.
- 17. Traffic problems.
- 18. Duty assignments and responsibilities.
- 19. Arrest policy; disposition of arrestees.
- 20. Recovery from the event.
 - a. Preventative patrol.
 - b. Resuming normal public and police functions.
 - c. Establishing new, and re-establishing old lines of communications with the community.
- 21. Emergency funding.
- J. Important retrospective considerations for future planning furnished by civilian observers and military commanders present during the 1967 Detroit riots.
 - 1. Operational items:
 - a. Necessity for commanders at all levels to make repeated personal on-the-ground checks of troop dispositions to insure that critical assigned facilities are secured and instructions are being carried out in a military manner.
 - b. Importance of soldierly appearance and military discipline as a factor in impressing the populace that a disciplined force means business.
 - c. Importance of strict adherence to rules of engagement, standards of conduct and fair treatment of civilians.
 - d. Need for military personnel at all echelons to be observant and for reporting significant events and information promptly to enable commanders to estimate the situation.
 - e. Need for training in the detection and apprehension of snipers and the caution required when they are intermingled with innocent civilians.
 - f. Emphasis on the use of chemical munitions and their delivery by grenade launchers and adapters.

- g. Familiarization with firefighting equipment in order to facilitate protection.
 - h. Accomplishment of unit reliefs in place to insure that the relieving unit has physically occupied assigned facilities and area of operation (AOR).
 - i. Written instructions for each soldier, outlining rules of engagement, standards of conduct and detention procedures.
 - j. Varied frequency of patrol patterns to preclude rioters from planning activities.
2. Planning considerations.
- a. Possible use of psychological operations units to encourage civilian cooperation and to explain the military mission.
 - b. Use of night illumination in controlling snipers and looters, by discouraging overt actions.
 - c. Integration of police and military patrols for area familiarity and legal considerations.
 - d. Coordination of searchlight equipped observation helicopters with ground patrols to insure complete coverage day and night.
 - e. Establishment of a mobile reserve to react to new or increasing violence.
 - f. Establishment of priorities for physical security to preclude dissipation of force on less important facilities or those having their own physical security capability.
 - g. Targeting of potential trouble spots in states and cities, with maps and dossiers for contingency planning.
 - h. Plans for equipping and supporting troops for extended commitment, including change of uniform, sleeping gear, and bath and laundry units.
 - i. Vehicle augmentation for units deployed without two vehicles or for units whose mission dictates additional vehicular requirements.

- j. Saturation of areas with police and military patrols to suppress looting and vandalism.
- k. Value of armored vehicles, not for main armament, but for their psychological impact and the protection they provide from sniper fire. Close in protection of armor by foot elements is essential.
- l. Clear definition of AOR and the requirement for unity of command within the AOR.
- m. Co-location of military and police command elements from highest to lowest levels.
- n. Wallet card for each guardsman describing his status when federalized.
- o. Guard units' requirement for documentation of federalization.
- p. Increased use of PIO home town releases.
- q. Listing of intelligence/information sources and the type of information each can provide.
- r. Advantages schools offer as CP sites, i.e., facilities for communication, living quarters, recreation, kitchen and parking area.
- s. Supplies of city maps/plans.
- t. Military assistance in cleaning up debris and restoring normal conditions ASAP, to foster atmosphere of control and normalcy.
- u. Augmentation of communications with civilian items, and police, taxi radio capability.
- v. Development of riot control SOP and CPX to exercise plans.
- w. Control of weapons and ammo source, (i.e. stocks in stores, rifle clubs, and ROTC units).
- x. Handling of prisoners, including searching, processing, transporting and feeding and housing.

III. Logistics Planning.

A. Operational factors:

1. Logistics provide operational support in emergencies by supplying transportation, facilities, communications, individual clothing and equipment, specialized equipment, and other-than-normal administrative needs.
2. It is suggested that the police department maintain an inventory and check-list.
 - a. A policy should be established to keep a "running inventory" of certain items and a schedule of replacement for time-limited materials such as tear gas, ammunition, photographic film, etc.
 - 1) Regular schedule of checking and testing equipment.
 - b. It would be helpful to maintain files on sources of supply and sources of emergency supply.
 - c. The inventory should include the number and type of vehicles available for normal and emergency operations.
 - d. Storage facilities should be designated, as well as field supply depots or distribution points.
 - e. An inventory of personnel skills is helpful.
 - 1) Linguists.
 - 2) Other specialists.
3. General logistical supplies within the department.
 - a. Vehicles (marked on top for aerial identification), fuel and parts (tires, headlights, etc.)
 - b. Food and shelter.
 - c. Equipment for normal purposes and special uses.
 - d. Arms and ammunition.
 - e. Emergency supplies.

- f. Property control.
- g. Lighting and sound equipment.
4. Other city, county, state and federal sources.
 - a. Vehicles and drivers.
 - c. Rescue equipment.
 - d. Barricades, rope, barbed wire, etc.
 - e. Clean up service.
 - f. Fire services.
 - g. Public utility services.
 - h. Hospital and first aid services.
 - i. Heavy duty equipment, operators.
 - j. Floodlights and mobile generators, power plants.
 - k. Mobile and fixed command posts.
 - l. Arms and ammunition.
 - m. Aircraft.
 - n. Photographic equipment.
 - o. Signs.
5. Private sources.
 - a. Vehicles and drivers.
 - b. Heavy duty equipment and operators.
 - c. Materials for barricades.
 - d. Floodlights and mobile generators, power plants.
 - e. Supplies.
 - f. Food and shelter.

- g. Communications systems.
- h. Rescue equipment.
- i. Aircraft.
- j. Television and video recorder systems.
- k. Acetylene burning and cutting equipment.
- l. Special purpose saws, boltcutters, jacks, etc.
- m. "Boarding-up" services by contractors.
- n. Private patrol services.

B. Administration and logistics:

1. A statement of pertinent administrative instructions and the way administrative support is to be provided should be developed, updated as needed, and kept on file.
 - a. Material and services. Contains information pertaining to supplies, transport and allocation of details for logistical purposes when necessary.
 - b. Supply--location and operation of the following:
 - 1) Feeding.
 - 2) Gasoline.
 - 3) Barricade material.
 - 4) Chemical.
 - 5) Ammunition.
 - 6) Medical.
 - 7) Communications.
 - 8) Transportation.
 - 9) Housing.
 - c. Medical evacuation and hospitalization. Information and instructions for all forces which prescribes the plan for evacuation and hospitalization of the injured, police or rioters.

- d. Personnel, maintenance of discipline, law and order. Include information and instructions concerning personnel conduct and appearance; instructions for the administration of discipline, any information or instructions concerning relations between the riot control forces and the community personnel.
- e. Headquarters management--include instructions concerning movement, internal arrangement, organization, and operation of the command post.
- f. Communications--instructions relative to command and operation of signal communications which would normally be radio and telephone.

C. Equipment:

1. Motor vehicles.
 - a. Number and type.
 - b. Supplying agency.
2. Aircraft.
 - a. Observation planes.
 - b. Helicopters.
3. Individual equipment.
 - a. Regulation.
 - b. Protective.
 - c. Other.
4. Communication equipment.
 - a. Portable radios.
 - b. Portable desk unit.
5. Photographic equipment
 - a. Movie camera.
 - b. 35 mm cameras.
 - c. Miniature cameras.

6. Gas equipment--ammunition.
 - a. Gas guns.
 - b. Long-range projectiles.
 - c. Short-range blast type.
 - d. CN grenades.
 - e. CS grenades.
 - f. HC smoke.
 - g. Gas shells.
 - h. Reserve supply.
7. Ammunition.
 - a. 12-gauge double 00 buck.
 - b. .38 caliber ammunition.
 - c. Other.
8. Public address speakers.
 - a. Self-contained throat mike.
 - b. Hand megaphones.
 - c. Self-contained units.
 - d. Hand units.
9. Portable recorders.
- D. Meals and billeting:
 1. Required in cases of extended tours of duty.
 2. Impossibility of scheduled meals.
 - a. Caterer service-assembly point.
 - b. Other local arrangements.
 - c. Emergency funding considerations.

3. Mobile kitchens. Red Cross--Salvation Army.
4. Sleeping facilities. Cots and blankets. Know source of procurement.
5. Sanitary facilities.
 - a. Lavatories, toilet paper.
 - b. Showers, towels, soap.
 - c. Cleaning supplies.
- E. Transportation: Equipment used for transportation at the scene of a disturbance can vary a great deal. This again depends upon the demands of the occasion. Most of these listed may be used in any emergency situation to advantage.
 1. Automobiles--lettered and unlettered, radio equipped.
 2. Civil Defense truck--invaluable as a source of equipment for first aid, barricade material, personnel transportation, or as a mobile command post.
 3. Tow trucks--for moving damaged or disabled equipment.
 4. Trucks, miscellaneous--for moving equipment or personnel.
 5. Buses--glass windows create a hazard--valuable as transportation for detention or personnel.
 6. Ambulance--necessary for administration of first aid and transportation of seriously injured.
 7. Aircraft--light planes and helicopters for observation or quick personnel transportation.
 8. Horses--primarily for barrier posts or restricted patrol. Vans for movement of horses may be utilized for other purposes also.
 9. Station wagons--to be used as emergency ambulances and to transport personnel, prisoners, and equipment.
 10. Boats--may be used in flanking, if accessible to water.
- F. Vehicle maintenance and operation:
 1. Fuel--gas and oil.

- a. Tank capacity.
 - b. Provisions for emergency deliveries to provide escort.
 - c. Provisions for emergency fuel to operate tanks.
2. Emergency supply of tires.
 3. Spare parts replacement such as fan belts, headlights, bulbs, glass.
 4. Availability of mechanics.
 5. Know vehicle insurance coverage.
 6. Flashlights in cars with supply of batteries.
- G. Protecting emergency vehicles:
1. Problems.
 - a. Differ city to city.
 - b. Importance of fire-police communications.
 - 1) Inter-change of information.
 - 2) Dangerous conditions--avoid areas.
 2. Fire department.
 - a. At fire station.
 - b. Enroute to fire, returning.
 - c. At fire.
 - d. Firemen reporting for duty.
 3. Police protection procedure.
 - a. Depend on number of pieces of fire equipment.
 - b. Type of area--size of fire.
 - c. Police concern for self protection.
 - 1) From fire source.
 - 2) From sniper--crowd participation.

- d. Have patrol check--combining fire officer with police guard.
4. Fire department operational plan for moving fire rigs to field command post.
 5. Assignment of personnel.
 - a. On fire apparatus.
 - b. Special patrol from reserve pool to escort to scene and remain with unit.
 - 1) Establish perimeter around scene.
 - 2) Use cover.
 - 3) Block-off scene (secure).
 - 4) Keep curiosity seekers out.
 - 5) Alert for snipers or other assaults.
- H. Coordination, police and fire departments:
1. Communications.
 - a. Control centers.
 - 1) Police superior.
 - 2) Fire superior officer.
 - b. Purpose--duties.
 2. Protection.
 - a. Requests by fire department.
 - b. Protection at fire stations.
 - c. Protection of fire apparatus, responding and returning.
 - d. Police and National Guard protection pattern.
 - e. Fire apparatus protection.
 3. Other protection.
 - a. Transportation of personnel--vehicles.
 - b. Hose streams, rioters, firemen and guns.

4. Fires--classification for police information.

- a. Types.
 - 1) Small fires.
 - 2) Large fires.
- b. Conflagration possibilities.

5. False alarms.

- a. Response.
- b. Procedure.
- c. Protection.

I. Communications and communications countermeasures:

1. The communication system must provide the commander with the following:
 - a. Capability of control and maneuver.
 - b. Rapid reporting of opposing force's movements.
 - c. Security and warning.
 - d. Handling normal administrative and logistic requirements.
2. Communication system is required between police, military and civil agencies.
 - a. Ground-to-air communication is established for all air-supported ground operations.
 - b. Operations characterized by continuous small unit actions require a communication system that is reliable, rapid, secure, and flexible.
 - c. A clandestine communication system is often required between intelligence officers and command posts of higher echelons.
 - d. The use of various police agencies, self-defense units and civilian population in control of small scale operations requires a communication for coordination and control by the counter-disturbance forces.

3. Communication means.

- a. Radio--patrol car and hand-carried on the same frequency.
 - 1) Primary means of communication.
 - 2) Great reliance is placed on portable radio equipment, capable of necessary transmission distances to control units operating in widespread areas.
 - 3) All units, particularly the "front line" forces, require portable radios to facilitate mobility.
 - 4) Transmissions must be kept to a minimum so that high priority traffic such as reporting opposing forces contact and issuance of orders to reaction forces can be rapidly transmitted.
 - 5) Pre-determined codes will greatly assist in shortening transmission times.
 - 6) Emission control will enhance security and surprise.
 - 7) Different frequency for different sectors.
 - b. Monitors in multiple frequency situations.
 - c. Mobile base station.
 - d. Public Address system (portable--for command leaders on the street).
 - e. Command car with public address equipment.
 - f. Walkie-talkie radios--a must for line to command communications.
 - g. Teletype access.
4. The counter-disturbance or counter-rioting force radio equipment should include the following:
 - a. High frequency (HF)--sets are commonly used to pass intelligence information and control police patrols during harassing operations, and to control and coordinate units participating in reaction operations.
 - b. Very high frequency (VHF)
 - 1) FM radio sets are used to the extent that line of sight transmission conditions exist.

- a) These sets are used for short-range, ground-to-ground and ground-to-air communications. In this connection, aircraft may be used effectively for temporary relay of radio traffic to support a specific short-term action.
 - c. Wire--normally, the vulnerability of wire communication to opposing forces action dictates that wire be used only in secure areas.
 - d. Radio relay--radio relay use is consistent with line of sight conditions and mobility of equipment.
 - e. Messenger--the most secure and reliable means of communication, however, they are also the slowest.
 - f. Visual--the use of arm and hand signals, semaphore, lights, smoke, pyrotechnics, mirrors, and panels find considerable application in counter-rioting operations, particularly at the small unit level.
 - g. Sound.
 - 1) The use of sound devices such as sirens and whistles may be used to signal the commencement of rioting action.
 - 2) Airborne loudspeakers may be particularly effective in controlling the movement of large units or transmitting messages to isolated units or patrols.
5. Security.
- a. It must never be assumed that opposing forces do not have the capability of performing communication intelligence operations or countermeasures.
 - b. Normal security precautions must be observed since an opposing force must be credited with the capability of:
 - 1) Tapping wire lines.
 - 2) Monitoring radio transmissions.
 - 3) Receiving information from a sponsoring power or a conventional source that can conduct communications intelligence operations.
 - c. All communication facilities are considered important targets by opposing forces and must be protected against being damaged or destroyed.

6. Communication countermeasures.

- a. While the opposing force usually will not possess sophisticated communication equipment or training comparable to the police, it will normally depend to some extent on radio communication for contact with a sponsoring power, its underground element, and for control and coordination of its subordinate elements.
 - 1) There are different objectives to consider in countering the opposing force's communications.
 - a) Intercept and decode his transmissions.
 - b) Intercept his couriers.
 - c) Jam his radio traffic.
 - d) Deceive and mislead him by false transmissions.
 - e) Locate and confiscate his communication equipment.
 - 2) The countermeasure mission assigned will depend on the desired product.
 - a) If communications intelligence is desired, then the objectives are to intercept and decode his transmissions and intercept his couriers.
 - b) If the opposing force depends on his communication equipment for information and control in a fast moving tactical situation, and it is desired to deny him that information and control, then jam his radio traffic and deceive and mislead him by false transmissions.
 - 3) It should be kept in mind that communication deception is an exacting technique that requires as much knowledge of the opposing force as he has of himself.

J. Utility protection:

- 1. Notification procedures.
 - a. Police radio.
 - b. Phone numbers.
- 2. Utility companies initiating communications with the police agency.

3. Designation of police liaison officer (utility liaison officer).
4. Installations and functions.
 - a. Telephone.
 - 1) Required security measures.
 - 2) Central office buildings--priority listing.
 - b. Gas works.
 - 1) Location of measuring and regulating stations.
 - 2) Location of production plants.
 - 3) Underground distribution facilities.
 - 4) Required security measures.
 - a) Measuring and regulating stations and/or production plants.
 - b) Underground distribution facilities.
 - c) Locations of transmission type substations.
 - d) System operations headquarters.
 - c. Electric companies.
 - 1) Generating stations (number) and location.
 - 2) Substations (types).
 - 3) Security required.
 - a) Generating stations and transmission substations.
 - b) Substations (outdoor and building types).
 - c) System operations headquarters.
 - d. Transportation companies.
 - 1) Substations (power stations--subway, elevated, trolley lines, etc.), number and location of each.
 - 2) Security for substations.

5. Utility location index (code examples).
 - a. E--electric company.
 - b. T--telephone company.
 - c. G--gas company.
 - d. P--power transportation company.
 - e. X4--detail of 4 policemen.
 - f. X3--detail of 2 policemen.
 - g. X2--security check every 2 hours.
 - h. X1--security check hourly.
 - i. X--constant security.
- IV. Intelligence Planning Prior to Civil Disorders.
- A. Purpose (primary purposes of intelligence units).
 1. Accumulate information.
 2. Maintain index files and records on information accumulated.
 3. Act as a clearinghouse for intelligence information.
 - B. Staffing (consideration should be given to following requisites).
 1. Personnel considered must have an interest in and want the assignment.
 2. Personnel must have the ability to express findings, both verbally and in written reports.
 3. Assignments must be full-time and considered in specialist field.
 4. Must be trustworthy and not subject to "panic" or rumor spreading.
 - C. Maintenance of files.
 1. Designate a unit commander and supervisor of the files.
 2. Unit commander responsible to the chief and/or anyone designated by the chief.
 3. Contents of the intelligence files should not be considered official public records subject to subpoena.

- a. Access to files limited to members of the unit.
 - b. Information can be classified as restrictive and confidential.
 - c. Dissemination carefully controlled to prevent unauthorized disclosures.
- D. Development of intelligence files.
- 1. Liaison (necessary and important function of the intelligence unit is the establishment of liaison with other law enforcement and investigating agencies).
 - a. Good source of information on individuals, groups, and organizations which move from area to area.
 - b. Interchange of information of mutual interests.
 - c. Expediency in obtaining desired or requested information.
 - 2. Sources of information.
 - a. Members of your own department, detectives and uniformed personnel.
 - b. Members of human relations or community relations units.
 - c. Responsible civic and community leaders.
 - d. Probation, parole and welfare officers.
 - e. School officials and college students.
 - f. Reports received from other law enforcement agencies.
 - g. Informants and anonymous letters.
 - h. Alert patriotic citizens reporting suspicious acts.
 - i. Newspaper articles and press releases and announcements.
 - j. Subscription to the left-wing, radical, and right-wing publications.
 - k. Pamphlets, leaflets, and/or handbills prepared and distributed by questionable individuals, groups or organizations.
 - l. Newspaper libraries (morgues) are good sources of information on past activities of individuals or organizations.

- 3. Intelligence files contents.
 - a. Individuals, groups and organizations.
 - 1) Reports of investigations conducted on individuals, groups and organizations involved in questionable or subversive activities.
 - 2) Reports on surveillances conducted on the above mentioned and including mass protest demonstrations.
 - 3) Background and continuing investigations on agitators, outspoken radicals, and dissident leaders advocating violence.
 - 4) Investigations of individuals coming from other areas and becoming involved in local matters.
 - 5) Arrest records and photos (if possible) of subjects arrested at demonstrations, incidents, civil disorders and related activities.
 - 6) Photos of leaders, organizers, and frequent participants at demonstrations or related activities.
 - 7) Cumulative information on activities of individuals, groups and organizations creating problems and tensions in the communities.
 - b. Vehicles (motor vehicle registrations help to determine).
 - 1) Identities of participants, leaders and organizers involved in the various activities.
 - 2) Identities of organizations sponsoring, co-sponsoring or supporting the event.
 - 3) Outside influence or involvement.
 - 4) Association of the individuals with the various organizations.
 - c. Locations (name card files and information on location of).
 - 1) Known, questionable, or suspected agitators or leaders.
 - 2) Offices of subversive, militant, extremist, radical, and revolutionary groups or organizations.
 - 3) Halls and meeting places frequently used by above.

- 4) Outsiders in the area for purpose of disruption and agitation.

d. Informants and information sources.

- 1) Names of informants requesting identities kept confidential should be withheld from reports and index cards.
- 2) Information received from other agencies with stipulation source not to be revealed, must be complied with.
- 3) Informant should be characterized as to his reliability in order to consider credibility of information furnished.
- 4) Identities of undercover men should be protected and reports submitted should be controlled.
- 5) Paid or salaried informants sometimes necessary in order to obtain information desired.
- 6) More than one informant in same organization but not known to each other to show if information accurate or is being made up so as to earn the salary.

E. Evaluation of information.

1. Confirmation on information should be obtained in the following areas:
 - a. Background, record of arrests and activities, and true character of subjects active in the area.
 - b. The true aims, purposes and goals of groups and organizations involved in various matters in the communities, or areas.
 - c. Whether any subversive elements are involved in the activities in the area.
 - d. The association or affiliation of local units, groups or chapters with a parent or national organization.
 - e. Validity of allegations made against individuals, groups and organizations.
 - f. Political, social and economic problems, potential problems, and/or tensions in the area.

2. Investigations (functional responsibilities of intelligence units):

- a. Initiate and conduct investigations on backgrounds, loyalty checks and character investigations on suspected subversive and questionable elements in the area.
- b. Initiate and conduct investigations on matters pertaining to tensions and/or anticipated disturbances in the area.
- c. Initiate and conduct surveillances on individuals, groups or organizations involved in questionable activities.
- d. Initiate and conduct surveillances on demonstrations, protests, civil disturbances and related activities.

3. Disposition of information gathered.

- a. A system should be established for the purpose of indexing and filing reports of investigation, documents, newspaper material and any information pertinent to the intelligence files.
- b. Significant intelligence information developed should be brought to the attention of department heads when deemed necessary.
- c. Significant information should be disseminated to other units, sections or divisions when same is pertinent to their operations.
- d. Dissemination of information contained in files should be made by members of the intelligence unit in order to give proper interpretation, significance and/or stipulations of control.

V. Planning for Arrest, Identification and Detention.

- A. Policy. Arresting department and follow-up procedures.
- B. Problems encountered in keeping uniform men operational and reducing time that they spend in signing complaints.
- C. Arrest processing: delineation of duties.
 1. Relieve arresting officer of subject and property.
 2. Positive identification of defendant.
 3. Continuity of evidence.
 4. Problems of identification.

- a. Lighting conditions.
 - b. Short contact time between officer and defendant.
 - c. Large number of subjects arrested.
5. Composition in terms of number and type of personnel.
 6. Transportation required with regard to type and number of vehicles necessary.
 7. Equipment.
 - a. Forms.
 - b. Camera with flash.
 - c. Staples and stapler.
 8. Arrest procedure.
 - a. Method used (marking).
 - b. Search of subject.
 - c. Prepare complaints--statement of facts.
- D. Evidence handling team:
1. Composition in terms of number and type of men needed.
 2. Transportation with regard to types of vehicles needed for travel and storage of evidence.
 3. Equipment, such as tags, envelopes, scotch tape, etc.
 4. Duties.
 - a. Flexibilities or other assignments which can be given.
 - b. Storage of evidence.
- E. Prisoner handling team.
1. Composition in terms of number and type of men needed.
 2. Transportation.
 - a. Types of vehicles.
 - b. Females.
 - c. Juveniles.

3. Equipment.
 4. Duties.
 - a. Flexibilities or variance in types of duties.
 - b. Check with doctors at reception center.
 - c. Identify prisoners taken to hospital.
 - d. Select routes where presence of prisoner transport will not generate trouble.
- F. Prisoner processing center.
1. Composition.
 - a. Officer in charge.
 - b. Search team.
 - c. Fingerprint men.
 - d. Photographers.
 - e. Clerks, guards, matron, arraignment personnel, juvenile officer.
 - f. Deputy Attorney General present.
 2. Transportation in terms of number and types of vehicles needed.
 3. Equipment.
 - a. Communications--private lines.
 - b. Normal office equipment.
 - c. Equipment for necessary medical treatment.
 - d. Cameras.
 - e. Fingerprint equipment.
 - f. Receipt for prisoner property.
 4. Duties--complaint processing.
 - a. Need for 24 hour operation.
 - b. Plan for assistance--extra judges.
 - c. Extra clerical assistance.

G. Special forms.

1. Arrest identification form.
2. Evidence receipt form.
3. Gummed labels.
4. Other.

H. Detention problems.

1. Plan.
 - a. Extra space--type.
 - b. Feeding.
 - c. Security.
2. Role of community--state resources.
 - a. Parole--probation--processing.
 - b. Institutional.
 - 1) Feeding.
 - 2) Hospital.

VI. Planning for Counterinsurgency Operations: Operational Considerations.

- A. Establishment of strict control within the resistance area is required particularly when a close relationship exists between the friendly and hostile forces.
- B. A number of diversified actions such as tactical operations, psychological warfare, civil populace control, and civil action (political, social and economic) are conducted concurrently. This requires a single authority at each level of operation to assure agreement of purpose, coordination, and control.
- C. The establishment of an effective intelligence system is mandatory.
 1. Police deployments, the nature of the opposing force and the requirement for detailed information of the area and its population impose special requirements.
 2. Additional intelligence and counterintelligence personnel are required.

D. Specific strengths and weaknesses of the opposing force must be determined so that operations will minimize the former and exploit the latter.

1. The strength of the opposing force usually includes: motivation, knowledge of the area, and irregular tactics characterized by surprise, mobility, and offensive action.
2. Weaknesses usually include: dependence on an unreliable supply system and general support of the civil population, and lack of good communications, and heavy weapons.

E. Principles of counterinsurgency operations.

1. The most rigidly applied principle is the offensive; constant pressure is maintained on the insurgency force.
2. Mobility is largely achieved by well-trained, fast moving, unburdened police.
3. Surprise is accomplished by superior mobility, offensive action, and good security, including deception and good intelligence sources.
4. Mass is usually characterized, not by heavy fire power and large police concentrations, but by sufficient forces at the right place at the right time.
5. Economy of force is reflected in the organization of forces and organization of the area to assure that only essential forces are employed and that the most advantageous dispositions are made.
6. Insurgent forces rely heavily on surprise; good security will minimize this problem and at the same time enhance the achievement of surprise by counterinsurgency forces.

F. The majority of counterinsurgency operations consist of small unit actions.

1. Because of the nature of insurgency warfare, small units are required to establish control over the area and to make contact with the insurgents.
2. Small units are capable of engaging most contacts because most insurgent groups are small in size.
3. In addition to providing detailed coverage of an area, small units have the degree of mobility to respond to insurgent activity.

- G. The organization of the area and the organization of forces are interrelated problems that require particular attention in planning. The entire area of operations is subdivided into geographic areas.
- H. Terrain will influence the organization of the area, the size and composition of forces, and the tactics and techniques employed by the counterinsurgency force.
- I. The extreme dispersion of units in operations against insurgency forces places a heavy demand on the communications means throughout the counterinsurgency force. Augmentation by communication personnel and equipment is usually required.
- J. Specific considerations.
1. Planning for police operations against insurgency forces requires a detailed estimate of the situation.
 2. The following specific factors are considered in the commander's estimate:
 - a. Terrain and weather.
 - 1) Suitability of terrain for both insurgency and counterinsurgency operations.
 - 2) Existence of possible insurgent hangouts.
 - 3) Effect of weather and seasons of the year on both insurgency and counterinsurgency operations.
 - b. Population: loyalty of various segments of the population to the opposing force and their morale, strength of will to resist, and willingness to undergo hardship. Particular attention is given to the following:
 - 1) Criminals and "tough" elements.
 - 2) Persons known to adhere to the ideologies of the insurgents.
 - 3) Former members of insurgent gangs.
 - 4) Size and proportion of population likely to engage in insurgent force and support activities.
 - 5) Size and proportion of population likely to support police forces.
 - 6) Relative susceptibility of various elements of the population to opposing force and/or friendly propaganda.

- 7) The resources available to the insurgent force, including:
 - a) The capability of the area to furnish food.
 - b) The capability of friendly forces to control the storage, and distribution of food.
 - c) The availability of water and fuels.
 - d) The availability of arms, ammunition, demolition materials and other supplies.
- 8) Insurgency force relations with an external sponsoring power, including:
 - a) Direction and coordination of insurgent activities.
 - b) Communications with the insurgent force.
 - c) Capability to send organizers and supplies to the area.
- 9) The organization of existing insurgency forces and their activities, including:
 - a) Their origin and development.
 - b) Their strength, morale, and status of training.
 - c) The personality of the leaders.
 - d) Relations with the civil populace.
 - e) Effectiveness of organization and unity of command.
 - f) Status of equipment and supplies.
 - g) Effectiveness of communications.
 - h) Effectiveness of intelligence and counterintelligence.
- 10) The size and composition of friendly forces available for operations against the opposing forces includes:
 - a) Police forces.
 - b) Other military and police units available in the area if needed.

K. Area organization, operational bases and organization of forces

1. General.

- a. The operational area and police forces must be organized to provide the following:
 - 1) Unity of action and area administration with other allied forces.
 - 2) Secure command posts from which to conduct operations.
 - 3) Security detachments for protecting critical utility installations, essential routes of communication, and key areas.
 - 4) Forces for conducting tactical operations against insurgent forces.
 - 5) Forces for populace control and tasks of a police nature such as road blocks and search and seizure.
- b. To minimize the requirement for police and military units, maximum use should be made of indigenous organizations and individuals, consistent with their reliability and capability.
- c. Terrain will affect the organization of the area and the organization of forces.
 - 1) The requirement for extensive patrolling emphasizes the role of military forces and/or special police patrol units.
 - 2) The use of combat support elements may counter operations. This is particularly true of tanks, trucks, certain heavy weapons, etc.
 - 3) The importance of air support, particularly helicopters, is emphasized.

2. Area organization.

- a. The entire area of operations is subdivided into areas of responsibility using clearly defined boundaries.

- b. The size of the area assigned depends on the terrain, the nature of the insurgent activity, size of the insurgent force, the forces available, and the purpose of the mission.
 - c. Area boundaries should not prevent the pursuit of insurgent forces into an adjacent area. Operational orders should provide for this contingency.
 - d. It must be realized there are not firmly established rules or principles governing area organization.
 - 1) Differences in areas, which are certain to exist, must be accommodated by flexibility in both planning and execution. Changes in the situation, or experience factors, will often produce changes to the initial area organization.
 - e. For the benefit of police forces and local populace and for purposes of security, it is desirable to identify the degree of control existing in any specific area. The following designations based on traffic light colors may be used:
 - 1) RED AREA--area under part-time or continuous control of insurgent forces. Any persons therein are suspected members of the insurgent forces. Police and military forces will maintain a combat status and vehicles must travel in convoys with an armed escort.
 - 2) YELLOW AREA--area in which insurgent forces periodically appear but which is under neither friendly nor insurgent control. Police and military forces must carry individual weapons in such areas and must not move alone. Vehicles must have at least one guard, armed. Curfew and other population control measures are strongly enforced.
 - 3) GREEN AREA--area under positive police control. Stringent population control measures are lifted. Police and military forces must not move alone. Vehicles may travel without guards.
3. Combat bases.
- a. Combat bases are established within or immediately adjacent to their area of responsibility.

- b. Patrols operating may establish temporary patrol bases to extend their operations.
 - 1) A combat base is not a static installation—it is moved as often as is necessary for security purposes and to remain within effective striking range of insurgent forces.
 - 2) When practicable, helicopters and ground vehicles are employed extensively for deployment and support of police and military troops to reduce the number of combat bases.
- c. A combat base is the focal point for all tactical operations conducted in the area concerned.
 - 1) The base may also accommodate elements conducting nontactical missions in the area.
 - 2) The size of the base will vary with the size of the unit and will be in response to security considerations.
- d. A combat base is located to facilitate its own security. Positions encircling the area are prepared and protective obstacles are employed.
- e. The comfort and health of the police and military troops are major considerations in the organization of a combat base.
 - 1) Whenever practical, overhead shelter is provided.
 - 2) Messing facilities are established and operated to meet the irregular arrival and departure of men.
 - 3) Rest and sleeping facilities must be provided.
- 4. Organization of forces.
 - a. The force initially committed should be carefully organized to effect counterinsurgency operations against the insurgent forces.
 - 1) Insufficient combat power and faulty organization can only lead to a long, frustrating period of indecisive activity.
 - 2) Initial assignment of insufficient forces may ultimately require use of a larger force than would have been required originally.

- 3) The size and composition of the force will depend on the size of the area, the topography, the insurgent force, and population attitude.
- 5. The fact that insurgent forces usually operate in dense and difficult terrain and without air support, heavy caliber weapons, and armor, reduces the requirement for certain types of combat support forces.
 - a) On the other hand, the nature of insurgency force operations usually requires that the counterinsurgency force be provided with augmentation in such fields as psychological warfare, civil affairs/military government, intelligence and communications.
 - b) Patrols—extensively used and may vary in size. Patrols must be specifically organized and equipped to perform one or more of a variety of missions, and if necessary, for extended commitment over a long period of time.
 - c) Reaction force—a mobile reaction force is located at each combat base and is organized and equipped to rapidly engage reported insurgent forces or reinforce other friendly forces. This force must be capable of rapid movement by foot, vehicle, or helicopter.

CHAPTER 4

POLICE OPERATIONS DURING A CIVIL DISTURBANCE

- I. Mobilization and Deployment of Manpower at Time of Riot
- A. Pre-demonstration mobilization: When possible, it is desirable to mobilize the police and assemble near the scene of the expected violence prior to the arrival of the mob.
- B. Reconnaissance: The first officers at the scene of violence should note and advise their department of the crowd, its size, the reason for strife, and other information of value in formulating an immediate plan, and a meeting point for reinforcements that is located out of sight of the participants but within such short distance as possible to maintain this end.
- C. Immediate mobilization. The officers should gather at a central point and move to the immediate area of violence.
1. It is advisable that each squad have its own motor vehicle so that it is independent of other transportation.
 2. This keeps the unit intact, thus increasing its mobility and getting it into action faster.
- D. When disorder is imminent, the command officer on duty shall:
1. Immediately call the Chief of Police personally and inform him as to the existing conditions.
 2. Direct the dispatcher to call in as many off-duty full time officers and as many auxiliary officers as are available according to predetermined mobilization plans.
 3. Direct the dispatcher to notify the director of police services (selected chief) or alternate assistant director, that a stand-by condition exists.
 4. After notifying his chief, he shall call his city manager/mayor or president, informing them briefly about the situation and the steps he has taken.
 5. Call the Chief of the Fire Department and alert him as to the existing and possible future conditions.

- E. When disorder is in progress, the command officer on duty shall:
1. Direct the dispatcher to broadcast the emergency by radio to Director of Police Services.
 2. Call or designate someone to call all officials and personnel in the same order as set forth previously under DISORDER IS IMMINENT.
 3. Immediately take charge in setting up a command post and staging area in a strategic location near the scene.
 4. Have the dispatcher notify off-duty personnel of this department to report to the staging area as determined by his chief or Director of Police Services.
 - a. Assign radio equipped personnel to remain at staging area should point of disorder move to another area.
 - b. Staging area should be at pre-selected locations.
- F. Outside police assistance: A civil disturbance may develop at any time to a point where all of the available personnel of the Police Department are unable to handle the situation, and it is then necessary to call for the assistance of law enforcement agencies outside the city.
1. Assistance from the Sheriff. (Should be worked out ahead of time - Sheriff may not want to become involved.)
 - a. Upon recommendation of the area police commander, the Chief of Police or a Deputy Chief may request assistance from the Sheriff in the form of manpower and/or equipment.
 - b. Pre-planning is necessary to provide the manner in which Sheriff may request additional aid.
 - c. Orders and directives to all officers in the field will be coordinated through the Command Officers at Command Headquarters.
 2. Michigan State Police assistance.

TO: Mayors, City Managers, Chiefs of Police and Sheriffs

FROM: Governor George Romney

Due to the many questions which have arisen concerning the proper procedures to be followed in requesting assistance in cases of civil disorder or natural disaster, the following information is offered for the guidance of Mayors or Managers

of municipalities, and the operational head of Police Departments, and Sheriffs.

Early requests for State Police assistance are desirable and encouraged and require only a call from the Sheriff or Police Department to the Operations Office of the Michigan State Police at East Lansing or the District Commander of the District wherein the municipality is located. Immediate contact will be made with the Director of the Department of State Police and the earliest possible assistance will be provided. The Governor will be kept informed by the Department of State Police. The situation which leads to the request need not necessarily be beyond the control of the local department, but it is expected that local departments will expend maximum effort themselves along with the assistance which will be provided.

Requests for assistance will not result in the State Police taking over the police functions of your municipality or your police responsibilities. They will be there in a supporting role, to assist you and to advise you as necessary. In this regard, it is very desirable that a constant exchange of information be developed among departments and with the State Police. Where information warrants such action, trained officers may be assigned to your municipality as observers to provide you with additional information and also to advise the Director of the Department of State Police and myself of developments in the situation.

In the event that a situation develops to the extent that it is necessary for the Governor to declare a state of emergency as provided in Act No. 302 of the Public Acts of 1945, development of adequate exchange of information and liaison with the State Police will minimize delays in development and promulgation of the necessary proclamations. In any situation where it is deemed advisable to do so, and particularly where a situation may extend beyond the geographical boundaries of any municipality, I may designate a representative who will be charged with responsibility of and have the authority to bring the emergency situation within the affected area under control. Such a designation shall not relieve local authorities of their responsibility and demands utmost cooperation on their part.

On any occasion where it appears that the assistance of the Michigan National Guard will be necessary, such assistance must be obtained in the same manner as is required for any special proclamations from my office under Act No. 302 of the Public Acts of 1945.

Here again, adequate liaison with the Department of State Police must be maintained to minimize delays. In the event that the Michigan National Guard is committed to assist in any particular situation, they will be acting under the direction of a designated representative of my office.

I am directing that the Department of State Police, in concert with the Michigan National Guard and local law enforcement officials, develop plans to be implemented in any of our major metropolitan areas in case of civil disorder. Your cooperation in developing these plans is vital if they are to be successful.

- G. Outside services and assistance: The type and seriousness of a civil disturbance may be such that it is necessary or advisable to request the services of other city departments and/or agencies other than law enforcement agencies. In other instances the Police Department has been requested to make notifications regarding certain types of emergency conditions. The following list of departments and agencies specifies the type of service or assistance which may be provided, reason for notification, and in part, types of emergencies which such departments or agencies may be involved in. Notifications or requests for assistance shall be made at the direction of the area police director only if the condition of the emergency requires such notification or request. (Asterisk (*) indicates that upon notice, the head of the department, or his representative, will report to the Temporary Headquarters or Main Command Post.)
1. *American Red Cross - First aid volunteers, canteen service for care and treatment of persons at the scene; food clothing and shelter of evacuated or displaced persons; rescue and assistance of isolated persons; called in event of snow emergency or any disaster involving injured or displaced persons. On request, Civil Defense will make this notification.
 2. *Army Intelligence - Requests notification in the event of any civil disturbances or apparent sabotage or subversive activities.
 3. *Attorney General of Michigan - Requests notification in the event of a civil disturbance or major riot.
 4. *Buildings, Department of - Consultation in building collapse, damaged or unsafe structures. Called in event of serious fire or storm damage to buildings, etc. Notification may be made by Water Department.
 5. Chamber of Commerce - Requests notification of any emergency condition to assist in furnishing information to the public. Contact may be made by the Press Center or the Community Relations Section.

6. Chief Justice, City Court - May be notified in the event of any emergency condition during which multiple arrests are made and when immediate arrangements may be advisable.
7. *Civil Defense - Mobile headquarters unit; volunteer auxiliary police; first aid and medical supplies; cots and blankets; auxiliary ambulance service; mobile and fixed radio communications; assist in making other notifications; all notifications of other agencies regarding establishment of first aid station including notification of physicians and red cross. May be called upon in any type of emergency.
8. Corporation Counsel - Must be notified in the event of any incident where liability of the city is in question.
9. City/Prosecuting Attorney - Notified in event of multiple arrests or deaths.
10. Ambulance Services - Transportation of injured persons to hospitals; assist in first aid treatment; provide medical aid kit if required; or, may be called in any type of incident of an emergency nature.
11. *Federal Bureau of Investigation - Requests notification in the event of civil disorders. May assist in the identification of bodies if necessary in any type of disaster.
12. *Fire Department - Fires; explosions; entrapped persons; mobile light unit. Call in any type of disaster or emergency condition.
13. *Engineering, Department of - Consultation in inspection of dangerous or unsafe buildings or other structures; major water main breaks; flood conditions. May be notified through water department.
14. Hospitals - Hospitals should be alerted regarding the condition so that the information regarding availability of beds and treatment facilities may be known. Contact may be made by Civil Defense or the Communication Section.
15. *Health, Department of - Must be informed of any condition concerning health and welfare of the public; sanitary conditions; need for public health nurses; consultation on evacuation when necessary.
16. Medical Examiner - Must be notified of any emergency condition resulting in any deaths.
17. *Michigan National Guard - Notified in event of civil disorders so that assistance may be readily available if needed.

18. Telephone Company - Operator - Additional telephone service; mobile telephone service.
 19. *Electrical Utility Company - Repair or removal of fallen power lines; shut-off of utility services. May be called in any emergency where assistance is required.
 20. Physicians - Civil defense will contact physicians for assistance in the supervision of a First Aid Center. May be required in any type of emergency or disaster.
 21. *Purchase and Contract, Department of - Contact by a Chief or a Deputy Chief, on recommendation of area Police Director, regarding purchase of any articles required to combat any emergency condition.
 22. *Salvation Army - May provide canteen service, in the field or at any location, for feeding of persons required to work extended tours of duty; temporary feeding, clothing, and shelter of evacuated or displaced persons. May be contacted in any type of emergency.
 23. *Social Services, Department of - Care and placement of evacuees, particularly welfare recipients; child Welfare Service provides care and treatment of children separated from parents.
 24. Transit Corp. - Service of a bus or busses to transport personnel and/or evacuees. Must be notified of street closings which will affect bus routes.
 25. Tow Trucks - Emergency list - Check regarding availability for the removal of illegally parked vehicles in an emergency area or on a response route. May be required in any type of emergency.
 26. Transportation, Department of - Emergency signs and assisting in determination of emergency routes. May be called in any emergency during which services or available equipment may be utilized.
 27. Water, Department of - Repair or shut-off of water service. Responsible for notification of City Engineer and Bureau of Buildings when necessary.
 28. Public Works, Department of - Barricades; removal of debris; flushing of streets; secure evacuated or abandoned buildings. May be required in any type of emergency.
- H. When a specific police department's assistance is requested: The command officer on duty shall respond to inquiry as to how many men are available immediately. Later report response of off-duty personnel:

1. Direct the dispatcher to call in all off-duty officers and as many auxiliary officers as possible.
2. Notify the Chief of Police immediately.
3. Equip his manpower (from supply depot at police department if necessary, portable radios, horns, etc.) and direct them to report with all speed to the designated location in the problem community. Officers should respond in uniform and wearing riot control equipment. Only the minimum of manpower shall remain in the local area for duty purposes. The Chief or his assistant will call the local President/Mayor and the City Manager and inform them of existing conditions.

I. Initial police action.

1. The first member(s) of the Police Department at the scene of a civil disturbance shall:
 - a. Immediately notify the Communications Section by radio, if possible, or by telephone of the following:
 - 1) Nature of the incident.
 - 2) Exact location and extent of any possible damage.
 - 3) Assistance required—request immediate assistance if necessary.
 - b. Assume command until the arrival of a member of the department of higher rank.
 - c. Take whatever action is necessary in connection with the disturbance.
2. The first officer of a supervisory rank at the scene shall immediately assume command until relieved by a higher ranking officer. It is the duty of the first superior officer to:
 - a. Make a rapid survey of the scene and estimate seriousness.
 - b. Transmit a call for assistance if necessary (if not previously done).
 - 1) Specify connecting route from scene to emergency response route.
 - 2) Specify location of staging area and parking areas.
 - c. Establish a temporary command post.

- d. Notify Communications Section regarding:
 - 1) Location of temporary command post.
 - 2) Communications immediately available, including telephone numbers.
 - 3) Current status of situation.
 - 4) Specific type of equipment required.
 - e. Supervise operations.
 - f. Maintain communications with the Communications Section (maintain open telephone line if necessary).
 - g. Relate to succeeding superior all available information regarding the incident, including:
 - 1) Action taken and anticipated.
 - 2) Personnel and equipment present and already requested.
 - 3) Immediate problems.
 - h. Continue with necessary police action as directed by succeeding superior officer.
3. Personnel assignments.
- a. All department personnel, on or off duty, shall upon arrival at the staging area, report to the superior officer assigned, except when responding with a supervisor. In this case, the supervisor shall report to the superior officer for assignment of his men.
 - b. Assignments of all members of the department shall be entered on an assignment record form maintained by the field commander or other assigning superior.
 - c. In order to utilize fully the various skills and experience of the members of the department, assignments at a disturbance shall be made, if possible, according to the particular unit to which the member is permanently assigned.
 - d. Members of the force who have reported to the staging area, whether on duty or off duty, shall be subject to the directions of superior officers. They shall remain at the staging area available for duty unless and until they are given specific assignments.

- 1) Patrol Division personnel shall report to the emergency scene or to the staging area as directed by a superior officer. Insofar as possible, patrol personnel shall be assigned as follows:
 - a) Superior officers as aides to the field commander, in charge of various phases of the operation--supervision of personnel.
 - b) Policemen to maintain police lines, staff temporary command post, First Aid Station, Press Center, Information Center, assist other units at the scene, patrol emergency route, or other duties as directed by the field commander.
 - c) If conditions warrant, the superior officer at the scene may direct operators of responding vehicles to return such vehicles to their commands immediately upon delivery of personnel to the scene.
- 2) Traffic Division personnel shall report to the staging area, or to any area as directed. Insofar as possible, they shall be assigned as follows:
 - a) Superiors as aides to the field commander, in charge of Traffic Division Personnel.
 - b) Policemen to patrol the emergency route; traffic detours; assist in maintaining police lines, parking areas, and ambulance parking area.
- 3) Criminal Investigation Division personnel shall respond to the staging area as directed and have their presence recorded by the superior officer assigned there. They shall be assigned as follows:
 - a) Superiors as aides to the field commander, in charge of various investigative functions; other functions as directed by the field commander.
 - b) Investigators shall be assigned by a superior officer of the Criminal Investigation Division to the various investigative activities required at the scene. Among these duties are:
 - i) Investigate cause of the incident
 - ii) Obtain statements of victims and witnesses
 - iii) Ascertain if a crime has been committed
 - iv) Arrest and detain violators

- v) Search for and safeguard evidence
 - vi) Search buildings and surrounding area for possible victims and property
 - vii) Prevent looting
 - viii) Question unauthorized and/or suspicious persons
 - ix) Assist in the identification of dead, injured and missing persons
 - x) Record and identify property
 - xi) Other duties as directed by superior officers.
- 4) Tactical Patrol Force: During the hours the Tactical Patrol Force may be on duty, the field commander, or the first superior officer at the emergency scene is authorized to order the transmission of a radio signal to effect the response of all members of the Tactical Patrol Force to the scene of an emergency, where they will report to the superior officer in charge.
 - 5) Departmental Mobilization of off-duty members: Upon recommendation of the field supervisor, and upon orders of the Chief of Police or any Deputy Chief, complete mobilization of the department may be directed through the Communications Section. Upon such notification it will be the responsibility of command officers of all units to order off-duty personnel to respond to immediate duty.
 - 6) Off-duty personnel.
 - a) All off-duty personnel responding to mobilization notification shall report either to the staging area or to their respective unit areas as directed by the Command Officer making such notification. Unless otherwise ordered on notification, all off-duty members shall report for duty in complete uniform.
 - b) Assignments of off-duty personnel shall be based on requirements of the emergency, due consideration being given to the unit of the department to which assigned, and experience and qualifications of the members.
 - 7) Civil Defense Auxiliary Police: Civil Defense Auxiliary Police, if notified, shall respond to a predetermined location where a superior officer shall make assignments. Civil Defense Auxiliary Police may be used for

building security of the Public Safety Building and to assist in traffic control away from the actual scene of an emergency.

- 8) Other Departments and Agencies: On orders of the area police director and/or field commander, the Communications Section superior officer shall notify other departments and agencies whose assistance or services may be required. They shall be informed of the location of the emergency and the location of the staging area to which they will be requested to report. Upon arrival, a record shall be made by the Superior Officer assigned to the staging area and forwarded to the command post for entry in the log. Included in this report will be the name of the department or agency, the type of equipment, name of person in charge and number of personnel. A REPRESENTATIVE FROM EACH SUCH AGENCY WILL REPORT DIRECTLY TO THE FIELD COMMANDER AND/OR COORDINATING OFFICER AT THE COMMAND POST.
- 9) Record of Assignments: An accurate account of all department personnel assignments and reliefs and equipment used must be kept at the staging area and forwarded to the Command Post for inclusion in the log. If the emergency is of such size to require it, branches or units of the department shall maintain their own log containing personnel assignments and reliefs, action taken, unusual occurrences, etc. However, this will in no way relieve the responsible superior of notifying the Command Post of the required information.

J. Other mobilization and deployment considerations.

1. Assembling.

- a. Assembling should be completed out of sight of the crowd or mob at a point that has been secured by the police prior to the arrival of the main body.
- b. The point of assembly should be as near to the mob as practicable to save time and to conserve energy and yet far enough from the scene of disturbance to insure security, and between it and its apparent objectives.
- c. Check equipment and organize into tactical units, then proceed to a point that is at a reasonably safe distance from the mob but within plain view of the mob. Thus the first impression given the mob is that of a well-organized, adequately equipped, highly disciplined force advancing in formation with a resolute purpose.

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1 OF 3

- d. When necessary to march men through the streets, and if rioting is general, the streets should be cleared in front of the column.
 - 1) Personnel should march in the center of the street.
 - 2) People should not be allowed to crowd the sidewalks while the columns are marching past.
 - 3) Such columns should be secured by advance flank and rear guards.
 - e. When possible units should avoid moving through streets with high buildings on either side.
 - f. Tactical dispersion should be adopted when required.
2. A reserve force should be maintained.
- a. Reinforcements may be required if the size and fury of the mob is greater than anticipated.
 - b. Replacements may be needed for casualties and fatigue cases. They are also essential to frustrate the efforts of agitators who attempt to divert police attention from the actual scene by causing other disturbances.
 - c. The reserves should also be assigned custody of prisoners, and used to keep the crowd moving once it is disorganized.
 - d. Reserves should be strategically located with respect to the crowd, its direction of movement, and the rallying point for striking forces.
 - e. The scene commander should be kept informed at all times regarding the status of reserves.
3. Defensive deployment.
- a. Protection of key positions
 - 1) When defensive action is necessary, such as the protection of utilities and communication centers, an all around defense must be organized.
 - 2) Defense points in this overall defense should be occupied by only a skeleton force, while strong reserve units are held mobile within easy distance of such points.
 - b. Inadequate police units.

- 1) If police units are so badly outnumbered that they are unable to disperse the mob, do everything possible to delay until sufficient reinforcements have arrived.
 - 2) If necessary, make a stand in a strong defensive position where the best use can be made of your limited forces taking advantage of terrain, narrow streets and buildings.
- c. Flanks and rear guards.
- 1) As the outflanking and envelopment of the police units could have disastrous effects, the flanks and rear of the police should be patrolled by radio equipped units.
 - 2) The area covered should be sufficiently distant from the scene of operation to insure timely warnings to the commander.
4. Stages of deployment of manpower.
- a. Operation Green--Reserves relaxed--line normal.
 - b. Operation Yellow--Reserves alerted--line tense, wagons move up.
 - c. Operation Red--First reserves committed--line disturbed--extra reserves move up.
5. Protection of police vehicles.
- a. In cases where mob activities have already begun or where the police administrator has good reason to believe that a crowd may develop into the mob stage, officers should not be permitted to drive police motorcycles, cruisers or other vehicles into the area.
 - b. Vehicles dispatched to the scene for the purpose of hauling prisoners must be guarded to prevent destruction of tires and theft of equipment.
 - c. A sufficient number of men should be detailed to guard police vehicles and equipment left behind from acts of vandalism.
6. Briefing.
- a. All police personnel should be informed personally as thoroughly as possible regarding the nature of the disturbance, its cause, origin or identity of the leadership, types and sources of violence anticipated, rights and limitations of the police and rights of citizens.

b. They should likewise be advised of the location of important points such as first aid locations.

c. Line officers briefing should cover:

- 1) Tactical approach to be utilized.
- 2) Law relative to situation.
- 3) Techniques likely to be employed.
- 4) Formation into squads.
- 5) Instructions for each squad leader.
- 6) Use of diagrams and/or maps.

K. Emergency response routes.

1. In order to permit the prompt response of emergency personnel and equipment to the scene of a civil disturbance, an emergency response route shall be established from the scene to a point where traffic is moving freely and without congestion. To insure the prompt establishment of such routes in an emergency, for the advance knowledge by crews of radio motor patrol vehicles of the routes to be utilized, and for the effective policing of routes when required, predetermined routes should be designated which will permit approach to within a short distance of an emergency in any section of the city. The emergency response route is established by the Communications Section, or upon recommendations of the area police commander, by combining the connecting route, designated by the superior officer at the scene, and the nearest accessible predetermined emergency route.

a. Field Commander.

- 1) The superior officer in charge at the scene shall, when requesting the transmission of assistance or mobilization, inform the superior officer on duty in the Communications Section of the connecting route that has been kept open from the scene of the emergency to the nearest predetermined emergency route. If practicable, he shall also designate an area for the parking of vehicles that respond in answer to mobilization orders.
- 2) The Commanding Officer at the scene will police the route in the vicinity of the emergency and, as soon as possible, designate a superior officer to take charge of the route and supervise its maintenance.

3) If additional personnel have been requested to police the route, the superior officer assigned to traffic control shall advise the Communications Section of the limitations imposed on traffic, requests for additional coverage along the route. The superior officer shall also see to it that all intersections along the routes are covered where necessary, and he shall maintain an accurate list of assignments.

4) If necessary, the services of helicopters may be requested to survey the emergency response and alternate routes.

5) Special instructions shall be given to the personnel assigned as to restrictions imposed on traffic and if necessary, as to detours to be set up.

6) Communications Section shall be kept informed by the traffic control superior officer of any changes and restrictions imposed on traffic.

b. Communications Section.

1) When notified by the superior officer at the scene of the connecting route, the superior officer in charge at the Communications Section shall establish the emergency response route by combining the connecting route and the previously determined emergency route.

2) The Communications Section shall notify the Fire and other departments and agencies involved of the emergency route. The location of this route also shall be transmitted frequently by radio to responding units during the initial phase of the response.

3) If necessary, the Communications Section shall initially assign radio motor patrol cars not required to respond to the emergency to patrol the emergency response route until relieved by foot or traffic policemen. Available units of the Traffic Division shall be assigned to this duty if necessary.

c. Traffic restrictions.

1) Personnel assigned to an emergency response route shall enforce applicable restrictions. In all cases they are responsible that there is no congestion along the route and that traffic, if permitted, is not an impediment to responding vehicles. If congestion develops, traffic

shall be immediately detoured from the route by personnel assigned without awaiting specific instructions from superior officers to do so.

- 2) If it becomes apparent that the designated route is not adequate, due to construction or other obstruction, the member assigned to the route shall immediately notify the Communications Section which shall consult with the field commander at the Command Post so that an alternate route may be selected.
 - 3) Traffic restrictions placed on this emergency response route will only be as stringent as required to permit free movement of traffic. Complete exclusion of all but emergency traffic will not be resorted to where less limited restriction would produce the desired results. The severity of the incident and the anticipated number of personnel and emergency vehicles responding will be the major factors in determining the restrictions to be applied.
- d. Use of emergency routes: Vehicles responding to mobilization orders shall, insofar as possible, use the predetermined emergency response route. However, operators of vehicles responding from locations in the vicinity, may use more direct routes if they are familiar with the area of the incident (and traffic on the route selected is fluid). It is desirable that entry into police lines be made on the emergency vehicles and equipment will be permitted to enter police lines at any point unless such action would impede or significantly interfere with emergency operations or procedures.

L. Traffic Control.

1. Vehicular traffic control.

- a. Non-essential vehicular traffic in and around an emergency area presents a problem of congestion which must be overcome in order to effectively handle an emergency situation. This condition may delay the response of emergency vehicles, congest the area of operations and require the assignment of additional personnel whose efforts could be better utilized in the actual emergency.
- b. As mentioned previously in this section, the use of the emergency response routes, which will be adequately patrolled as provided in the Mobilization order, will facilitate the response of emergency vehicles. The members of the force assigned to patrol these routes shall be responsible that no delays are encountered by responding vehicles.

- c. Vehicles already in the area prior to the arrival of the police cause unnecessary interference with the emergency forces. On request, a department tow truck may be dispatched to the scene to assist in the removal of these vehicles. If additional tow trucks are needed, the Communications Section will make required calls.
 - d. The Communications Section, upon notification of the emergency, shall request radio and television stations in the area to broadcast a request that unauthorized persons avoid the emergency area and to advise motorists of alternate routes. This traffic must be detoured away from the scene to keep the roads available for emergency vehicles. Detour routes should be set up and maintained to keep traffic fluid.
 - e. Necessary assignments shall be made by the superior officer assigned to traffic control to assist in the re-routing of traffic away from the emergency scene.
- #### 2. Public transportation.
- Bus routes which pass through the emergency area must be temporarily suspended and busses re-routed around the police lines. Notification shall be made to the Transit Corporation by the field commander.
- #### 3. Parking area.
- a. Department vehicles.
 - 1) The superior officer at the scene requesting assistance shall designate an area for the parking of responding police units so as not to interfere with the overall operation. A member of the force should be assigned to this area to supervise personnel and a bullhorn may be used to issue orders and instructions within this area. A parking security force is advisable.
 - 2) If it is deemed advisable, operators of department vehicles may be directed to return to their respective commands and other normal duties after discharging personnel.
 - b. Ambulances.
 - 1) In the event ambulances are required at the scene, the officer requesting same shall notify the Communications Section where ambulances should report. The Communications Section shall direct responding ambulances to the above mentioned location and designate the emergency response route to be used.

- 2) The area designated for ambulances should be used exclusively for that purpose to facilitate their response to and from the emergency scene. This area shall be policed to prevent entry of unauthorized vehicles and to prevent interference with the dispatching of ambulances.
- 3) Ambulance crews shall remain with their ambulances to insure immediate dispatch of ambulances when needed, except if their services are needed at the First Aid Station, disaster area, or otherwise directed.
- 4) If available, a walkie-talkie should be utilized to maintain communications between the Temporary Headquarters, First Aid Station and Morgue to insure proper disposition of medical personnel and equipment.

c. Parking area regulations.

- 1) Members assigned to the parking area must control the manner in which vehicles are parked in order to prevent serious obstructions and delays.
- 2) If practicable, operators shall remain with their vehicles.
- 3) Vehicles shall be parked so as not to obstruct other vehicles entering or leaving the area.
- 4) Establish a parking pattern--for example, require all cars to angle park (45 degree angle at the curb, or in rows as a 45 degree angle within an open area).
- 5) At large disturbances the officer in charge should maintain a record of the location of cars parked and identity of drivers.

II. Special Devices and Equipment

A. Individual Riot Officer: Each man must be supplied with the means to carry out his assigned tasks in a manner conducive to his own and the public's safety. The following items should be considered for a fully equipped crowd and riot control officer.

1. Hard hats made out of fiberglass or some other durable material. The helmet should be lined with a padded and absorbent material such as leather or sponge rubber to provide comfort and cushion a blow.
2. Athletic hats to wear under the helmet so the latter will fit snugly and not slide off the officer's head during a struggle.
3. Masks for protection against any gases the riot squad may utilize.

4. Chest protector which may be worn under the clothing, or outside body armor.
 5. Baton or nightstick at least 26 inches in length.
 6. Goggles which provide necessary protection against missiles thrown by the crowd, liquids, acids, or sprays.
 7. Rugged footgear which should be at least ankle high and heavy socks which should be worn for added protection.
 8. Leather gloves for protection of the hands.
 9. A sidearm strapped into a holster, belt, handcuffs, cartridges, and appropriate cases for each.
 10. City street maps to orient the officer to the physical features of the area in which the disturbance has occurred and, most important, to allow him to identify avenues of ingress and egress that are available to him as well as to the mob. Street maps will also assist in making decisions on traffic rerouting, location of barricades, and creation of one-way streets.
 11. Unit identification symbols for nonuniformed officers such as lapel badges or arm bands. A riot helmet also serves as a good means of identification for all law enforcement officials.
 12. The regular police uniform should be worn by each crowd and riot control officer; however, all articles such as neckties, tie clasps, badges, whistle chains, etc., should be removed. These items can either be yanked by a rioter to disable the officer or catch on the clothing of another officer or rioter and entangle the officer to the point that he is vulnerable to attack. If neckties are worn, they should be the breakaway type. A nylon jacket, highly inflammable, is a functional type of apparel for use during adverse weather conditions.
 13. A hand or shoulder light which is easy to carry, should be provided for each officer.
- B. Riot Squad: Certain types of equipment will not have to be carried by each officer, but will be needed to provide general support for the riot squad. Such equipment may be carried by a designated squad member or be immediately available so it can be obtained with a minimum of effort.
1. Communication equipment is vitally important in a crowd or riot control situation. Loud speakers or bull horns are needed for broadcasting proclamations and directions to the

crowd and, in some instances, for directing police operations. Walkie-talkies should be available so that unit commanders can communicate with each other. Also, each commander must have a means of communicating with central headquarters. This may be accomplished through the use of patrol car radios.

2. A certain proportion of the squad members should be equipped with riot guns. All men should carry a predetermined number of shells for use in these weapons.
 3. One man will carry the gas gun and will wear a vest containing projectiles for use in this gun.
 4. At least one first-aid kit must be available to each riot squad. It should be carried by an officer who has been trained in the treatment of superficial cuts and bruises. Special bandages should be considered.
 5. The special riot unit should also have immediately available, such items as tape recorders, fire extinguishers, movie and still cameras, barricade materials, and any other items the immediate circumstances may call for.
- C. General Operations Equipment. Support operations in a riot situation depend upon the availability of specific types of strategic equipment. Once the initial police action has been undertaken in a riot situation, it is necessary that the on-the-scene officers be continually supplied with all that is needed until all unlawful actions have been thwarted and order has been restored.
1. Command and line officers must be able to contact one another instantaneously. Line officers must have the means precise and speedy communication with the riot squad members. Command line communication can be handled through both centrally located and mobile communication centers or hand carried transistorized transmitters and receivers. Communication between line officers and riot officers may also be handled by hand carried communication devices or by prearranged hand signals and voice commands.
 2. Provision of illumination devices for after-dark operations should be made. The use of specific illuminating devices will depend upon the area in which the disturbance has occurred. A downtown area will demand a lesser degree of additional lighting than a poorly lighted slum area. Floodlights and searchlights which draw current from public utilities should be supplied with auxiliary power in case power lines are destroyed by the rioters or a power failure occurs. In addition to illuminating an area, searchlights can be used to blind, confuse, and turn a mob.
 3. Transportation may be provided by a great variety of vehicles, each adapted to specific situations. The basic transportation need is that of carrying officers and equipment to and from the

scene of the disturbance. Other transportation needs would include the possible transport of prisoners from the riot scene to places of detention and the movement of injured persons to hospitals. In addition to their utility as transportation devices, vehicles may also serve as command posts, blockades, and places of refuge and cover. Their presence may also serve as a psychological device to dissuade a crowd from continuing its lawless activities. All the transportation vehicles and devices listed below may be used in crowd and riot situations. The particular function and usefulness of each is briefly identified.

- a. Automobiles - marked units are used for transportation and communication while unmarked units can be used for undercover intelligence work.
- b. Civil Defense Truck(s) - source of equipment such as first aid items, rescue tools, barricade materials, and auxiliary illuminating devices. It may be used for heavy transport work or as a mobile command post.
- c. Tow Truck - used for removing disabled or damaged vehicles and other large pieces of equipment.
- d. Trucks (van type with covered carrying area) - transport large numbers of personnel, especially complete operating units. The main advantage of this type of transport is the elimination of the possibility of a unit being split up enroute and arriving on the scene in segments rather than as a whole unit. This type of truck may also be used to transport prisoners.
- e. Patrol Wagons - offer maximum security in the movement of prisoners to the police station.
- f. Buses - useful for the conveyance of large numbers of police personnel or the detention of prisoners. Glass windows present a hazard which can be overcome by taping all except those needed by the driver.
- g. Ambulance - needed to transport seriously injured persons to medical facilities.
- h. Motorcycles - may be used in areas not conducive to larger vehicles. They have the added advantage of providing a fast means of transportation.
- i. Aircraft - make it possible to gain a complete overview of the riot area which is quite helpful in formulating strategy. Helicopters, in being able to hover over trouble areas, serve effectively as observation posts from which commands to ground officers can be made via radio. Also, by being able to see the total area the observer may be

able to anticipate a mob's pattern of movement and dispatch police units to areas of greatest need. Communications, ground and air, are extremely important in the use of aircraft.

- j. Jeeps - versatile vehicles which are adaptable to the most extreme usage. Size and operational features enable them to traverse areas that may be otherwise inaccessible to motorized vehicles. It would be advisable to have canopies or hard tops on jeeps used in riot situations so that officers have some protection from thrown objects.
- k. Horses - mounted policemen are able to turn or split a mob by moving their horses into the crowd. The mounted officer is elevated above the crowd which gives him a psychological advantage and also enables him to obtain a broader view of the mob's activities. Individuals in a crowd tend to be wary of a horse because they know the animal may rear or kick at the slightest provocation. The mounted officer must, however, be alert for activities designed to disable his horse. Rioters have been known to throw ball bearings or marbles into the pathway of mounted police officers with the hope that the horses will stumble or slip to the ground. Razor blades attached to the end of long sticks have been used to cut the legs of horses used in riot control; the result is a terrified and uncontrollable animal. Such attacks on mounted policemen can be thwarted by assigning foot officers to support the men on horseback.
- l. Dogs - a highly trained canine unit can be an important asset to the police in a riot situation. Such a unit could be used to guard communications, vital installations and supply trucks, or "hold" prisoners in transportation vans. Any use of trained dogs must be undertaken in the most judicious manner and by officers trained to handle and command the animals.
- m. Water - The dispersal of water through water throwers and fire hoses has been frequently used to demoralize and disperse a mob. The police or firemen must be careful to avoid directing high-velocity streams of water at rioters who are within close range. Close-range use of fire hoses can have the same effect upon a person's body as heavy hammer blows. When used at distances, the force of the water is dissipated, but the results are still those desired; mob disorganization and flight.
- n. Command Post Equipment - the administration of command posts will necessitate the availability of such office equipment items as portable files, typewriters, maps with plastic overlays, charts on which developments can be

plotted and posted, grease pencils, duplicating machine, and forms such as rosters, arrest cards, property records, identification cards, and daily activity sheets.

- o. Miscellaneous - other items may be needed during a civil disturbance and could possibly mean the difference between a police success or failure. While it is impossible to anticipate the need for all such items, a partial list would include axes, rope, fire extinguishers, crowbars, picks, heavy hammers, nails, emergency sign making materials, colored tape, blankets, stretchers, flares, chemical toilets, and portable finger printing kits, etc.

D. Outside Available Equipment.

- | | |
|-----------------------------------|-----------------------------------|
| 1. Air Compressors | Department of Water |
| 2. Ambulance (Other than Eastern) | Civil Defense |
| 3. Backhoe | Department of Water |
| 4. Barricades | Department of Public Works |
| 5. Blankets | Civil Defense |
| 6. Canteen Service (Food) | Salvation Army |
| 7. Centrifugal pumps | Department of Water |
| 8. Clothing | Salvation Army |
| 9. Communication, mobile | Civil Defense |
| 10. Cots | Civil Defense |
| 11. Crane, truck mounted | Department of Water |
| 12. Dump trucks | Department of Public Works |
| 13. Emergency signs | Department of Transportation |
| 14. Fan, ventilating | Department of Fire |
| 15. Food service | Salvation Army |
| 16. Geiger counter | Civil Defense |
| 17. Generator w/lights, mobile | Department of Aviation |
| 18. Medical Supplies | Civil Defense - Eastern Ambulance |
| 19. Mobile Communications | Civil Defense |

20. Mobile light truck	Department of Fire
21. Payloader	Department of Water
22. Plows	Department of Public Works
23. Plywood (board up buildings)	Department of Public Works
24. Pneumatic Hammers	Department of Water-Public Works
25. Power Shovels	Department of Water-Public Works
26. Power wench, truck mounted	Department of Water
27. Public Address System	Department of Engineering, Radio Division
28. Pumpers	Department of Fire
29. Radios, walkie-talkie	Civil Defense
30. Rescue equipment	Department of Fire
31. Shelter, temporary	Salvation Army
32. Signs, Emergency	Department of Transportation
33. Sprinklers, street	Department of Public Works
34. Sweepers, street	Department of Public Works
35. Ventilating fans	Department of Fire
36. Walkie-talkie radios	Civil Defense

III. Intelligence

- A. The department head must be in possession of all information regarding conditions in the community and in his department relative to community tensions and potential disturbances.
- B. The primary purpose of an Intelligence Unit is to gather information.
 1. It is a staff, not an enforcement function.
 2. Although they are sometimes inter-related, there is a distinction between criminal information and information regarding the social state of the community.
 3. This unit should make every effort to maintain good communication and cooperation with other units and divisions in the department through regular staff meetings. Staff should also work closely

with other agencies (private and governmental) at the local, state, and federal levels.

C. Intelligence Operations

1. All available sources should be utilized to learn about tensions in the community, probable causes, possible solutions, and alternative police actions.
2. All files should be kept within the intelligence unit. All files therein are the property of the chief of police and not considered official public records subject to subpoena. Access to the files should be limited to members of the unit, or members of the department approved by the unit commander. The files should contain:
 - a. Information regarding individuals and groups who constitute problems or potential problems.
 - b. Copies of all publications, pamphlets, newspapers, etc., that influence public opinion in both the "minority community" and in the "major community". These data can be correlated to similar files in state and federal agencies.
3. Staff members should act as observers at public and private meetings; observe individuals and groups participating in demonstrations and civil disturbances, locally and in other jurisdictions.
4. Information sources include:
 - a. Uniformed beat man.
 - b. Detective and Youth Division personnel.
 - c. Community leaders.
 - d. Leaders in civic and service organizations.
 - e. Minority group leaders.
 - f. Labor and trade union personnel
 - g. Rumors.
 - h. Students; school officials.
 - i. Informants.
 - j. Custodial staff.
 - k. Allied agencies such as probation, parole, welfare department, governmental agencies, etc.

- l. Experience of other police departments.
- m. Community relations unit of the department.
5. Utilization of intelligence for planning maps--aids in determining:
 - a. Location of vulnerable premises, (liquor - gun stores)
 - b. Access routes; primary and secondary.
 - c. Locations of likely crowd congregation.
 - d. Potential command post sites.
 - e. Escape routes.
 - f. Location of merchants likely to suffer looting.
 - g. Traffic control (location and type of automatic signals, signs, etc.)
 - h. Types of buildings.
 - i. Sheltered mobilization points or staging areas for police personnel.
 - j. Medical facilities in vicinity.
 - k. Likely check or screening points.
 - l. Topographical features.
 - m. Night illumination.
 - n. Maps of public utility systems.
 - o. Fire protection.
6. Intelligence regarding the community will provide data on:
 - a. Probable locations of disturbances.
 - b. Location of important buildings.
 - c. Location of fuels, explosives, etc., that could create a security problem.
 - d. Probable causes of disturbances.
 - e. Probable types of people who will be involved.

- f. Probable assembly areas for crowds.
- g. Known leaders.
- h. Prominent people, newspapers, radio or television stations, and persons who are friendly with the leaders of the disturbances and are sympathetic with their plans.
- i. Location of arms, equipment and supplies available to the leaders.
- j. Location of other arms, equipment and supplies which, if left unguarded, may be seized by rioters.
- k. Estimated number of people who may become involved in a disturbance.
- l. Organizations, formal and informal, active in the community.
7. Intelligence as a basis for combating rumor is essential.
 - a. Stop rumors as quickly as possible by documenting their falsity.
 - b. Provide facts on a continuing basis to:
 - 1) Press, radio, TV.
 - 2) Interested (related) churches, civic and fraternal organizations for passing on to their members.
 - c. Police officers should never discuss or repeat rumors in front of lay persons.
 - d. Police should try to determine the source of rumors.
 - e. Police officers must also guard against spreading rumors throughout their own ranks.
8. Intelligence during disturbances will assist in:
 - a. Formulating strategy.
 - b. Deployment and tactics.
 - c. Identification of leaders and members of the demonstrating group.
 - d. Establishing the cause of the disturbance.
 - e. Limiting the spread of the trouble area.
 - f. Forestalling "flare-ups".

9. Do not place complete reliance on your intelligence system, as you may not have collected enough accurate data to justify a total commitment to a course of action. Allow for a margin of error.

D. Warning signs of an impending disturbance.

1. Warning signals:

- a. An increasing number of rumors and grumblings along with an increase in their sensational nature.
- b. More frequent incidents of resistance to lawful arrest and increase in the number of charges and complaints of alleged police brutality.
- c. An increase in the number of incidents of violence or threats of violence. One incident or two in unrelated cases is not significant, but when it breaks out in various parts of the city simultaneously or with regularity, this should be regarded as a strong indication of impending trouble of a more serious nature.
- d. An increased distrust or resentment of law enforcement.
- e. The minority or community press reactions to tension situations often bring to light a problem before it is otherwise evident.
- f. Public name-calling and other attempts at provocation.
- g. Acts of malicious mischief by members of minority groups, especially upon public property.
- h. The appearance of threatening or derogatory signs, leaflets, pamphlets and "hate" literature in commercial and public places.
- i. Increase in antisocial youth activity involving malicious mischief and gang or group conflict, particularly if the juveniles of minority groups are involved.
- j. Progressive tendency of demagogic groups and known agitators to operate more openly and boldly; to propagandize against a group; to presume the existence of a greater degree of social acceptance for their views.

2. Intelligence Operation during disturbance.

- a. Infiltration of mob. Plainclothes officers and informants should gather intelligence by mingling with crowds and entering into the mob.

b. Function.

- 1) Identify leaders of group, spot trouble areas and ascertain the plan of action and its degree of armament.
 - 2) Pass information through a contact man to field commander.
 - 3) If dispersal order is to be given, these officers should deploy themselves on the opposite of the crowd in order to hear the order and thus be able at a later date to establish in court that it was given in such a manner as to be heard by the mob.
 - 4) In event of disturbance:
 - a) Observe actions or participants.
 - b) Assist uniform officers only in the case of emergency.
 - c) Follow leaders who leave scene.
 - d) These officers may also make an arrest for a minor altercation, but should follow the suspect and make it away from the scene.
 - 5) Photograph demonstrations and leaders from within the mob itself.
 - 6) Record, by the use of concealed equipment, statement and commands of mob leaders and professional agitators.
- c. Interrogation Unit: Plans should be made to detain and interrogate persons who leave or are taken from the mob, as such interrogation may disclose valuable information.
 - d. Air observation, particularly helicopters, is valuable. As observations are made, reports should be made directly by radio to the commander.
 - e. Ground observation posts should be established at points of vantage, such as upper stories of buildings which supply a view of important areas.
 - f. Motorized ground patrols may be utilized outside of the area of main disturbance, before the mob congregates and after it is dispersed.

IV. Conduct of counterinsurgency police operations.

- A. The doctrine for the conduct of counter-insurgency operations is based on both experience and theory.

1. Experience has shown that there is no pat solution to the problem of defeating insurgents, that variations in method of operation will be required with each new situation.
 2. Among other things, insurgency-counterinsurgency warfare is a contest of imagination, ingenuity, and improvisation.
 3. Commanders must be ever alert to change or adapt their tactics to meet the specific situation at hand.
- B. In general, counterinsurgency operations are conducted in the following sequence:
1. A commander assigned the mission of combating an insurgent force moves his unit into the area, establishes subordinate areas of responsibility and combat bases, and employs appropriate security measures.
 2. Measures directed at populace control and isolation of the insurgent force from all forms of support and initiated.
 - a. Much of this effort is accomplished by police-type operations and conducted by either military or civil forces or a combination of both.
 - b. Psychological operations are commenced to create civilian support for the counterinsurgency effort and civilian and insurgent disaffection from the insurgent cause.
 - c. Denial operations to deny insurgent contact with, and support by an external sponsoring power, are initiated.
 3. Harassing operations, primarily patrolling, are conducted against the insurgent force. Reaction operations are conducted in response to insurgent activity directed against the civil community or police installations and forces, or when contact with insurgents is made by patrolling or aerial reconnaissance.
 4. Once an insurgent force has been located and can be fixed, elimination operations are conducted against it.
 5. After the confinement of the insurgent force, forces may participate in the efforts to prevent its resurgence.
- C. While the sequence above is considered normal, it is not intended to indicate that one step of the sequence must be successfully concluded before the initiation of the next. Conversely, the conduct of these steps should overlap in time, with police type operations, psychological operations, and combat operations being conducted concurrently.

- D. In general, the four types of police operations normally conducted against insurgents include denial operations, harassing operations, reaction operations and elimination and/or confinement operations. The four types of combat operations are as follows:
1. Denial operations
 - a. Operations to deny the force contact with, and support by an external sponsoring power are initiated early and conducted concurrently with other operations.
 - 1) Denial operations require effective measures to secure border areas to prevent communications and supply operations between a sponsoring power and the insurgent force.
 - 2) The scope of these operations will vary and will be determined by such factors as the extent of the border area, terrain, and methods and extent of external support.
 - b. The method of contact and delivery of personnel, supplies and equipment must be determined at the earliest possible time.
 - 1) Border areas are secured by use of patrols, static security posts, ground and aerial observers, and reaction forces.
 - 2) Extensive use is made of informers and agents.
 - 3) Radio direction finding and jamming may be required.
 - c. The achievement of success in denial operations may be exceedingly difficult.
 - 1) External support is an important feature of insurgent operations and as denial operations are intensified, hostile methods of contact will become more elusive, and often frustrating to a commander of a counterinsurgent force.
 - 2) Perseverance and ingenuity will be essential to success.
 2. Harassing operations.
 - a. Harassing operations are conducted night or day to prevent insurgents from resting, conducting operations and receiving support.
 - 1) Such operations will gain detailed knowledge about the opposing force.

- 2) Harassing operations are executed primarily by extended patrols.
 - 3) Aviation elements and various fire support means will be employed as appropriate.
- b. Harassing operations are conducted primarily by the use of:
- 1) Aerial and ground reconnaissance to locate insurgent units.
 - 2) Continuous aerial surveillance during daylight hours.
 - 3) Extensive patrols.
 - 4) Ambushes.
 - 5) Destroying insurgent routes of communication.
3. Reaction operations.
- a. Reaction operations are conducted by mobile reaction forces operating from combat bases.
- 1) Reaction operations are conducted in response to insurgent activity directed against civil installations and forces, or when contact with insurgents is made by patrolling or aerial reconnaissance.
 - 2) Reaction operations will often consist primarily of pursuit. In such cases, efforts are made to envelop and cut off the retreating insurgents.
 - 3) The mobility required to envelop and block is provided by helicopters, ground vehicles, and by accelerated foot movement.
- b. Throughout counterinsurgency operations, commanders at all echelons continually locate possible targets at which the insurgents might strike and prepare plans for decisive reaction.
- 1) Targets might include important road and railroad junctions, desolate stretches of road and railroad, bridges, key military and police installations, civilian communities, public utilities, public gathering places, and homes of important persons.
 - 2) Reaction plans for such situations are simple, prepared in detail, and rehearsed. To be effective, these plans must be based on the best possible intelligence of the area and the opposing force.

- c. Since insurgent forces are most active during the hours of darkness, reaction forces must be prepared to conduct operations under the same conditions.
4. Elimination and/or Confinement operations.
- a. Insurgents not confined and/or eliminated by denial, harassing, and reaction operations are often forced by such operations into situations which will require operations aimed at their confinement or elimination.
- b. Elimination and/or confinement operations are difficult to execute and, consequently, should be planned in great detail. Troops are thoroughly briefed and, when practicable, rehearsed. Deception operations are conducted to prevent premature disclosure of the operation. Elimination and/or confinement operations usually possess the following characteristics:
- 1) An insurgent force is definitely located. This may be accomplished during the conduct of denial, harassing, or reaction operations.
 - 2) The insurgent force is in a reasonably vulnerable situation, susceptible of being fixed in position, or engaged by surprise attack by the counterinsurgent forces.
 - 3) The insurgent force is most often of considerable size.
 - 4) A force conducting elimination and/or confinement operations is normally much larger than the located insurgent force. Depending on the size and location of the insurgent force and the tactics to be employed, it will vary in size.
 - 5) As a prerequisite to elimination of the insurgent force, every effort is made to contain it. In elimination operations, the degree of success is most often proportionate to the degree of containment. Efforts to fix or contain the insurgent force will include encirclement, double envelopment, blocking positions on routes of escape; use of supporting fires, or the convergence of two or more forces on the insurgent force. If the situation does not favor or permit containment, it may prove successful to conduct surprise attacks against the insurgent force, followed by aggressive pursuit.
 - 6) The final steps taken to contain an insurgent force, and all operations conducted against the insurgents after containment, are accomplished during daylight hours. Escape is the normal insurgent reaction to

being contained, and darkness facilitates its achievement.

- 7) Mobility requirements dictate the employment of helicopterborne troops whenever possible. The use of helicopterborne troops allows a greater freedom of movement, more rapid execution, and an excellent chance of achieving surprise.
- c. The encirclement of insurgent forces offers by far the greatest possibility for fixing or containing them and achieving decisive results.
- d. The terrain, size of the insurgent force, and manpower availability will determine the density of the encirclement. In turn, manpower density will dictate the destruction tactics following encirclement. The encirclement usually requires a high relative preponderance of friendly forces; however, fire power, aerial surveillance, and the ready use of mobile reserves can substantially lessen the manpower requirement.
- e. The planning, preparation, and execution of the operation is aimed at sudden, complete encirclement which will completely surprise the insurgents. Surprise and security can be achieved by conducting the movement to encirclement during the hours of darkness. The encirclement should be completed during early daylight hours to permit good visibility for the remainder of the operation.
- f. Speed is emphasized throughout the early phases of the advance to the line of encirclement.
 - 1) The most critical period in the operation is the occupation of the line of encirclement.
 - 2) An insurgent force may be expected to react immediately upon discovering that it is encircled.
- g. Aviation plays an important role in operations featuring encirclement. Observation aircraft and helicopters are used for reconnaissance, surveillance, and as a command vehicle for the commander to control his forces.
- h. Once the encirclement is established, the confinement of the insurgent force is conducted methodically and thoroughly. This may be accomplished in any of the following ways:
 - 1) The insurgents are enticed to surrender by psychological warfare techniques such as loudspeaker broadcasting and use of leaflets. This technique has proven effective historically and should not be disregarded.

- 2) Operations may consist of a simultaneous, controlled contraction of the encirclement. As the line is progressively shortened, more units are removed from the line and added to the reserve forces. Against small insurgent forces, the entire encircled area may be cleared by progressive contraction; however, against larger forces it is more probable that at some point the contraction will reach a "critical mass," requiring some action other than further contraction.
- 3) Another technique consists of driving a wedge through the insurgent force to divide the area, followed by the confinement of the insurgents in each sub-area. This technique may also be used in conjunction with contraction of the line of encirclement, after "critical mass" occurs.
- 4) Another technique, usually employed after some degree of contraction, is to have a holding force on one or more sides of the perimeter while part of the line of encirclement forces the insurgents against the stationary force by offensive action.

E. Psychology warfare operations.

1. In a counterinsurgency warfare situation the mission of psychological warfare operations is to support combat operations and to assist police, military, and civilian agencies in the control and administration of the area of operations.
2. Although most psychological warfare operations are planned and directed by the highest echelon concerned with conducting counterinsurgency operations, all personnel participating in the operations should have an understanding of the purpose, capabilities, and certain of the procedures of psychological warfare operations. Commanders at lower echelons must be prepared to:
 - a. Constantly seek insurgent psychological vulnerabilities to be exploited.
 - b. Request psychological warfare operations to provide direct support of police operations.
 - c. Request psychological warfare operations to facilitate civilian control and promote cooperation among the civil populace.
 - d. Assist in the conduct of psychological warfare operations and in the evaluations of its results.
 - e. Plan and conduct limited psychological warfare operations such as loudspeaker appeals directed at insurgents during combat operations.

3. Psychological operations provide basic information with regard to the capabilities and limitations of psychological warfare, its organization, procedures, methods, and techniques. It further describes the procurement and use of intelligence for psychological warfare, the nature of propaganda and the means of communication utilized in its dissemination, and the operational employment of psychological warfare in support of police and military operations.
4. Psychological warfare indications are those evidences or manifestations of attitudes, whether positive or negative, which may point to the existence of insurgent or civilian psychological strengths and vulnerabilities capable of being exploited by propaganda. Personnel participating in police operations against the insurgents and those in contact with the civil populace must be alert to psychological warfare indications.
5. Propaganda.
 - a. Propaganda is planned and employed in operations against insurgents to achieve the following:
 - 1) Demoralize, divide, and disorganize the insurgent force.
 - 2) Induce defection of insurgency force members.
 - 3) Reduce or eliminate populace support of the insurgency force.
 - 4) Dissuade populace from participating in covert activities on the side of the insurgent force.
 - 5) Win the support of noncommitted populace.
 - 6) Preserve and strengthen friendly populace support.
 - 7) Win approval for the presence of the police and military forces.
 - b. For purposes of planning and conducting the propaganda program, the population in the area is divided into the following target audiences:
 - 1) Insurgency units.
 - 2) Underground elements.
 - 3) Populace sympathetic to insurgents; those who provide information, supplies, refuge and other assistance to the insurgents and the underground.
 - 4) Uncommitted populace.

- 5) Populace sympathetic to the forces operating against the insurgents.
- c. Propaganda themes are based on recognizable aspects of friendly civil programs and on the following potentially decisive characteristics of target audiences:
 - 1) Political, social, economic, and ideological differences among elements of the insurgent force and civil populace.
 - 2) Rivalries between insurgency leaders.
 - 3) Danger of betrayal.
 - 4) Harsh living conditions of insurgency force.
 - 5) Scarcity of arms and supplies.
 - 6) Selfish motivation of opportunists and apparent supporters of insurgency forces.
- d. The use of persuasion, as opposed to direct order, is implicit in most psychological warfare techniques.
 - 1) The aim of psychological warfare techniques should be to employ reason, logic, and emotional appeals to persuade the target audiences to adopt a course of action rather than to order it to take such a course of action.
 - 2) When the insurgency force or its local populace supporters are demoralized, the authoritative approach may be effective.
- e. The conduct and attitudes of the individual participant in operations against insurgents will have a decided psychological influence on the civil populace, and indirectly the insurgent force.
- f. Psychological warfare media are the means or channels of communication to the insurgency force and civil populace.
 - 1) Media of particular interest to the force conducting operations against insurgents include the following:
 - a) Leaflets. Leaflets and other printed materials are disseminated by aircraft, patrols, and agents.
 - i) Depending on the character of the target audience and the purpose of the leaflet, it may be either primarily textural or primarily pictorial.
 - ii) A leaflet is a permanent record of the message to which the reader may refer until it has become impressed upon his mind.

- iii) Weather an enemy countermeasures may reduce the effectiveness of leaflets.
- iv) Surrender leaflets and safe conduct passes have proved valuable in past operations against insurgents.
- b) Loudspeakers. Loudspeaker sets mounted on vehicles or aircraft as well as lightweight public address equipment that can be hand carried are employed in close support missions. Loudspeaker appeals may be made from aircraft over areas known or suspected to contain insurgents.
 - i) During elimination operations, particularly when an encirclement is achieved, loudspeaker surrender appeals are made to insurgents. If effective, such appeals will reduce the number of casualties that would result from stubborn resistance.
 - ii) Loudspeaker appeals should be brief, and made in simple, easily understood language.
 - iii) Important phrases should be repeated throughout the appeal for emphasis and clarification.
 - iv) Surrender appeals should always include specific instructions on how to surrender.
 - v) Loudspeaker messages are particularly effective when used in conjunction with specific police actions.
- c) Radio broadcasts. Radio broadcasts beamed toward areas within the effective range of the transmitter from an effective medium to reach both insurgent and civilian targets. The audience is limited, however, to those who have access to receiving sets of appropriate wave length and who will listen if they can.

V. Strategy and Tactics

A. Strategy

1. Strategy can be defined as an art and a science that employs skills, strengths, devices, deception, etc., to neutralize individuals, groups, or situations. Its purpose is to achieve an end result compatible with community and departmental goals.
2. Although strategy can have several objectives, in the civil disturbance context there are three primary goals:
 - a. Containment, isolation, dispersal (with appropriate escape routes provided).

- b. Containment, isolation, token arrests, dispersal.
- c. Containment, isolation, mass arrest.
3. There can be different methods of strategy, which are carried out in the form of tactics. These methods include:
 - a. Negotiation: before, during and after the disturbance.
 - 1) Between police and management.
 - 2) Between police and demonstrating groups.
 - 3) Between police and neutral negotiators for the demonstrators.
 - b. Use of youth and/or citizen patrols to reduce tension.
 - c. A show of force, under certain conditions and at the appropriate time.
 - d. The use of chemical agents, riot formations, physical arrest.
 - e. Fire by selected marksmen to eliminate snipers as a last resort when lives are endangered.
4. The secret of good strategy is knowing when to utilize certain tactics. There are some basic considerations it is wise to keep in mind. They are:
 - a. Tactical cautions.
 - 1) Do not commit the entire force to a confrontation with the demonstrators. Initially one-third of your force might be employed; hold one-third in reserve; and use one-third in a support role.
 - 2) Utilize the element of surprise.
 - 3) Never bluff, and don't attempt more than could reasonably be accomplished.
 - 4) Deal with persons in the act of committing violence first; otherwise, commence arrests at the edge of the crowd.
 - 5) Don't use blanks, don't fire warning shots.
 - 6) Have an ample supply of chemical agents and masks on hand.
 - 7) Provide an avenue of escape when you disperse an area.

- 8) Establish inner and outer perimeter check-points.
 - 9) Whenever possible, marshall your forces on the scene prior to the formation of the crowd.
 - 10) Keep police units and transportation vehicles outside the critical area. Keep them under guard.
- b. Psychological cautions.
- 1) Unload men and equipment out of sight of the demonstrators.
 - 2) After checking equipment and organizing units, advance into the area as a disciplined, well-coordinated body.
 - 3) When dispersal orders are issued, make it clear where escape routes are, and allow them a reasonable length of time to disperse.
 - 4) Officers' attitudes should be calm, confident, neutral. They should impress upon the crowd that police have organized leadership and ability to successfully handle the situation.
- c. Caution regarding false calls.
- 1) Your antagonists may attempt to "jam" the switchboard with phony calls.
 - 2) Demonstrators, or their sympathizers, may put in "an officer needs help" calls as a diversionary tactic.
 - 3) Limit the number of responding units until calls can be verified.
 - 4) Provide unlisted numbers for field observers to use during emergency periods.
5. The following are some suggested general guidelines for strategy:
- a. Use only that force which is necessary to obtain your objective.
 - b. Maintain order but never attempt to punish (punishment is a function of the court).
 - c. Both private and public property must be respected and protected.
 - d. Every effort must be made to induce the leaders and the crowd to disperse before using force.

B. Tactical principles (mob control)

1. Rapidly disperse.

- a. If there are no crowds, there will be no mobs and thus no rioting.
- b. The first tactical principle that must be considered is the rapid dispersion of the rioters.
- c. The mob, if permitted to operate over a long period of time, commits acts of violence, becomes bold, dangerous and uncontrollable.
- d. Law enforcement personnel must disperse the rioting at its inception and prior to its organization to successfully accomplish this principle.
- e. The speed with which the gathering can be dispersed is important as it gives the agitators less time in which to organize and infuriate the mob.
- f. The less time given the agitators, the easier the problem of control.

2. Prevent regrouping.

- a. When the tactical principle of dispersal has been successfully accomplished, the professional agitators and leaders will attempt to reorganize the mob.
- b. It is important, therefore, to prevent further gatherings, thereby eliminating additional policing problems.
- c. When the rioters are not permitted to gather, reorganization is impossible.

3. Arrest of leaders.

- a. A mob requires leadership to remain active.
- b. It is a known fact that a mob without a leader is seldom a major problem, therefore, agitators should be arrested or removed from the scene of the disturbance as soon as possible.
- c. The professional agitator normally operates well back in the crowd in a safe place.
- d. This agitator uses the indigenous leader to do his "dirty work", remaining comparatively safe himself.
- e. These agitators and leaders are normally recognized by their activities within the crowds.

- f. Prior information should be supplied in reference to the professional agitators who might be difficult to recognize.
4. Psychological factors.
- a. Any victory by the mob makes doubly difficult any subsequent attempts to bring the mob under control.
 - b. Any victory of police authority undermines the leadership of the mob and once the leadership has been lost, the leaders are usually unsuccessful in regaining it.
- C. Degree of Police Action.
1. Introduction. The scope of police action will be dictated by the stage of formation of the mob.
- a. Show of force: This includes the arrival of police in formation, ready for action. This must not be confused with the third step where riot control formations are used.
 - b. Chemical agents: Chemicals have proven themselves exceptionally effective in the restoration of order with a minimum of damage to property and personnel. Most police agencies will use tear gas.
 - c. Riot control formations: This priority of force can be resorted to in the dispersal of a violent determined mob.
 - d. Fire by selected marksmen: Firearms should be used only as a last resort and only if their use is fully authorized within the framework of the law and in accord with the policy of the police agency. When used, they should be utilized with selectivity.
2. Stages of mob formation and police action.
- a. Initial stage.
 - 1) This is either the initial incident or the time when the individuals are still in the milling process.
 - 2) Appropriate action: Quickly determine the facts and take immediate action to resolve and isolate the incident and to discourage curiosity seekers.
 - b. Second stage.
 - 1) The stage of collective excitement when the crowd is becoming unified by circular influence and is stirred to action by key individuals.

- 2) Appropriate action:
 - a) Make an adequate show of force.
 - b) Mobilize reserves.
 - c) Establish a cordon of police around the affected area to keep it isolated.
 - d) Use loudspeakers and police details to encourage the crowd to break up and leave the area.
 - e) Use appropriate force to disperse the crowd.
3. Isolation of Area.
- a. Establish special zones from which all unauthorized vehicles and individuals are excluded. Set up control or checkpoints on the perimeter of the zone to divert traffic.
 - b. Special "contact" points should be patrolled with constant vigilance, such as main travel routes.
 - c. Riots usually reach the height of their activity late in the afternoon when workers are returning home from their jobs.
 - d. All business in the area should be closed and people ordered to stay off the streets.
 - e. The special zone should be considerably larger than the critical area, as its purpose is to provide a place where responding personnel and equipment may assemble and maneuver in preparation for whatever tactical movement or assaults may be required.
 - f. Authorized vehicles will be admitted at the control point governing the access route and will be directed to a specific area within the special zone. Provision should be made for a staging area, parking of authorized vehicles, detention of prisoners, first aid station, and mobilization point.
 - g. The innermost area is the critical area.
 - 1) It should be completely surrounded by the isolation zone.
 - 2) No vehicles, and only authorized personnel, are permitted within this zone.
 - 3) The strategy here is to prevent the curious from joining the disorderly and thereby contain the existing situation.

- 4) In the ideal situation, the field commander is now in a position to use those tactics which have as their purpose the rapid dispersion of the mob.
- h. Police cordon should be established to isolate the critical area.
 - 1) By means of a police cordon, individuals are permitted to escape from the crowd but not to enter it.
 - 2) When people are allowed to leave, they are freed from the excitement of the mob.
 - 3) Keeping them out of the area means that the mob spirit will not be able to possess them.
 - 4) Such tactics can prove effective in confining mob activity to a limited area.
 - i. The affected area should be policed heavily with patrolmen assigned to street intersections and blocks to prevent persons from gathering in groups or loitering in the streets.
 - j. A constant patrol by radio cars and foot patrols on streets adjacent to affected areas is essential.
 - 1) Foot patrols are considered effective in narrow areas where vehicles might be blocked.
 - 2) A close scrutiny by radio crews of all cars and the occupants is necessary to spot the thugs and strong-arm squads.
 - 3) Cars, equipped with two-way radios, can cruise in a designated area, and if conditions arise beyond their control, can call for help.
 - k. If the riot is near a body of water, water patrols should be utilized to reduce the threat of a waterborne attack.
 - l. In the critical area establish a line beyond which the rioters are not to advance. Inform rioters of the action to be taken in the event they cross the warning lines.
4. Selection of areas and routes for dispersal of mob.
 - a. Areas.
 - 1) Disperse in areas where majority of rioters live or similar type residential areas.
 - 2) Areas should be large enough to permit complete dispersion

- 3) Areas should be as close as possible to scene of mob activity.
 - 4) If choice is available, avoid moving uphill against mob.
- b. Routes.
 - 1) Select shortest and most direct route to dispersal area.
 - 2) Avoid or secure critical facilities along dispersal routes.
 - 3) Seal off undesirable escape routes.
 - 4) Open dispersal route prior to any advance against the crowd.
5. Personal appeals.
 - a. Respected members and leaders of the minority group or groups involved should be called upon to personally request the mob to disperse.
 - b. Respected minority leaders should be so utilized to explode false rumors.
6. Order to disperse.
 - a. Introduction.
 - 1) If the show of force and personal appeals fail to break up the mob, the next step is to order it to disperse.
 - 2) The order should not be given until the force is sufficient to back up the command, is in position, and is ready to execute that order.
 - 3) Orders to disperse should be given, using loudspeakers to amplifying devices to insure that all members of the crowd can hear clearly. Undercover police should be located at the rear of the mob to verify that the order was audible and heard by the entire mob.
 - 4) The order should be in positive terms, spoken clearly, distinctly, slowly, and in a commanding tone of voice.
 - 5) Form.
 - a) No particular form of proclamation is required, only that there be something in the nature of a general command to disperse and that it purport to be in the name of the people of the state.

- b) The order should be repeated three times, and officers should be stationed at the rear of the assembly to verify that all persons present can hear.
- c) This dispersal order should be made as follows:

"This is John Doe (officer's name), a peace officer of the State of Michigan and a police officer of the City of _____.
I do hereby declare this an unlawful assembly, and, in the name of the people of the State of Michigan, I command you immediately to disperse."
- 6) In such an order, the prevailing law should be enunciated, a firm order to disperse issued, the avenues of exit from the area designated, and an unequivocal time limit for dispersal set.
- 7) Supply escape routes.
 - a) Provision should always be made in advance for permitting the rioters more than one avenue of dispersal. The more avenues of dispersal a crowd is given, the more easily it is broken up.
 - b) In a building the police should work from the top down, driving the crowd out of ground floor exits.
 - c) Outdoors, several streets should be left open in the direction toward which the police wish to disperse the crowd.
 - d) The crowd should not be moved toward police equipment and property as there would be danger of destruction by mob violence.
 - e) People should be moved in the direction of their homes, and if their houses are destroyed, toward an open area.
- 8) Hit weak sides with sound.
 - a) The order should be directed at the crowd from its outer edges.
 - b) The blare of the speaker over which the announcement is made and the authoritative tones of command attract the attention of the individuals in the crowd.
 - c) In doing so, it turns them away from the excited individuals and breaks their influence over the crowd.

- d) This technique is unquestionably helpful in breaking up crowds in an early stage, and can be used in penetrating the consciousness of a group that is already well organized.
- e) When the police attract the attention of the individual members of the mob, and turn that attention away from the incident which has aroused excitement, it focuses that attention on the police and the commands they give.
- f) Then much gain will have been made toward the eventual breaking up of the riot.
- g) Often those at the edge of the mob are joiners or curiosity seekers.
 - i) They will tend to begin to move away under the influence of a firm proclamation.
 - ii) Foot patrols strategically placed at the perimeter of the critical area will tactfully and firmly keep them moving toward the avenue of dispersal.
 - iii) They should not be permitted to reassemble even in small groups, until well outside the special zone.
- 9) Psychological measures to back up orders to disperse.
 - a) Conspicuously display cameras which are being used to film the disturbance.
 - b) Broadcast prepared scripts or music.
 - c) Jam mob communications.
 - d) Announce next force to be used.
 - e) Display powerful organized force that you are prepared to utilize.
- 7. Use of force in dispersing a mob.
 - a. Every effort must be made to induce the leaders to disperse the mob before force is used.
 - b. Be prepared to do what you say you will do. The police commander must never bluff, threaten to do things he is unable to do, nor attempt to accomplish an objective without sufficient force.

- c. Do not split the police force into a number of small detachments to try to quell minor diversionary disorders at scattered points.
 - 1) Concentrate on the main body of the mob.
 - 2) Do not send small units into areas where they can be surrounded.
 - 3) Protect your flanks and rear.
 - 4) Do not let the mob envelop your unit.
- d. Before moving to break up the mob, the location and identity of the leaders should be discovered by observation and infiltration of the mob with plainclothesmen.
- e. Provide an escape route for the mob before dispersing.
- f. The first step is to break the point of highest tension which is usually the front and center of the mob, where the excited individuals who exercise such unusual influence on the others are located. Subdue and remove from the scene, agitators who may be strategically placed throughout the mob and who build up centers of tension about themselves.
- g. If sufficient manpower is available, a mob should be attacked from two sides simultaneously.
- h. To start crowd dispersing, use part of the force to hip flank or rear where least violent and courageous members will be.
 - 1) A large percentage may be spectators.
 - 2) When they discover police attacking on the flank and rear, some will begin to disperse.
 - 3) If a small part of the mob takes flight, the remainder will be thrown into panic and confusion.
 - 4) The sight of members fleeing will demoralize the spirit of resistance of the more determined.
- i. If the rear of the mob prevents the retreat of the mob, pressure on the front should be withheld until the mob's rear is broken up and an avenue of retreat assured.
- j. Use standard formation to accomplish the breakup of the mob. Changes in formations and movement should be made quickly.
- k. Move and act as a unit.

- a. Large compact mob in open area.
 - 1) The action here is to disperse the mob and split it in segments, separate the segments and then disperse each segment.
 - 2) Only the number of officers necessary to accomplish this action should be used.
- b. A large compact mob is massed on an unenclosed public square.
 - 1) Utilize a striking wedge to drive through the point of least expected resistance to arrest the leader.
 - 2) In a coordinated movement, segment the mob; then separate and disperse the segments.
- c. Large compact mob massed on a city street.
 - 1) Using whichever riot control formation is deemed most appropriate, move the mob in the direction desired.
 - 2) As the rioters are dispersed into the various streets, seal the streets off to prevent reformation of the mob.
 - 3) Use patrols to prevent regrouping of the rioters.
- d. Mob occupying large population section of a city.
 - 1) Isolate the affected areas; split the area, using the most natural dividing line available, usually the center of riotous activity.
 - 2) Next clean up the area by patrols; work from the center outward.
- e. Loose crowds. Loose crowds are successfully handled by sweeping them in a body.
- f. Mob moving along a street.
 - 1) Meet it at an intersection and split it so that its parts are sent down side streets in opposite directions.
 - 2) Reserves should be stationed at the right and left of the point of contact to prevent the mob from returning and regrouping.
- g. Street crowd. Such a crowd is usually long and narrow and is best broken up by attacking its flanks.
- h. Small compact mob on street corner.

- 1) Use the wedge, diagonal or line as the situation demands.
 - 2) Strike the mob on its flanks simultaneously.
 - 3) If the group is located tight against a building, the diagonal may be employed.
- i. Mob massed in a courtyard.
- 1) The mob must first be driven from the courtyard and then dispersed using the same tactics as above.
 - 2) The control group should enter the courtyard in a column, form a diagonal and force the mob away from the enclosed area and into the open.
- j. Mob in building.
- 1) The routes of escape from buildings are normally the windows and doors of the ground floor.
 - 2) Where possible, the building should be cleared from the top downward.
 - 3) In some instances, however, it will be difficult or impossible to reach the top of the building in order to drive the rioters downward.
 - 4) It may be necessary to start clearing a building on the lower floor.
 - a) If so, clear that floor and proceed upward, floor by floor, until the building is cleared.
 - b) Basements and underground passageways must not be overlooked.
 - c) When clearing a building from the lower floor to the top, routes of escape normally will not exist, and it may be necessary for individuals or small groups to be escorted to the exits on the ground floor.
- k. Mob in large room or hall. Police should enter the door and move their formation along the walls, ejecting a small part of the crowd at a time.
- l. Barricades.
- 1) Barricades constructed by rioters are placed so as to impede the advance of the police.

- 2) Barricades may be removed by bulldozers, or dragged out of the way by heavy trucks if these vehicles can be protected during the process.
- 3) If large groups are assembled behind the barricades, they may be driven away by riot control gases and then dealt with separately.
- 4) Barricades in buildings, defiles, or narrow passages may have to be captured and removed by hand or broken down by use of grapples or other means prior to capture.
- 5) Barricades in the open constructed of combustible material may be destroyed by fire; in this case, precautions must be taken to prevent the fire from spreading to nearby buildings.

D. Tactical principles (crowd control)

1. When a crowd is orderly and violating no laws and poses no danger to life or property, it is of little concern to police agencies except for possible circulation control.
 - a. Problems often arise when groups are formed and an incident may occur which excites or inflames human emotions.
 - b. A crowd, although innocent in its origin, nature, or purpose, can become a mob; a mob, in turn, can generate rioting.
2. It is difficult to determine exactly at what point a crowd becomes a mob.
3. There is no firm overall rule to apply in crowd control, as there are various kinds of crowds and each presents different problems.
4. An outstanding characteristic of a crowd is its awareness of the law and willingness to respect the principles of law and order, as, generally, the individual members have an ingrained respect for the law.
 - a. A crowd is merely a large number of persons temporarily collected into a close body without organization for a common purpose. To effectively control these individuals, the police must:
 - 1) Know the reason for their gathering
 - 2) Determine the general characteristics of the individuals who constitute the crowd.

- 3) Have a detailed knowledge of the area in which the crowd is assembled or intending to assemble.
 - b. The police officer performing duty which requires contact with crowds benefits from a knowledge of human behavior.
 - c. The officer should not use a stereotyped procedure when dealing with an orderly crowd; instead, he should adopt an attitude compatible with the general mood of the individuals in the crowd.
 - d. The rigid, firm, expressionless pose of the police officer engaged in controlling a mob is not necessarily that of the police officer involved in crowd control.
 - e. Although firmness is common to both, an attitude of friendliness, tact, and helpfulness should be predominant in crowd control.
5. In mob control, the police officer is in direct confrontation with the mob; in crowd control the officer should make his presence known and remain as inconspicuous as possible.
- a. The officers should wear regular uniforms and should present a clean, neat appearance.
 - b. Experience has shown that possible eruption of mob violence cannot be confined to any particular type of crowd--a crowd that assembles:
 - 1) To witness a sporting event.
 - 2) To participate in recreation or relaxation.
 - 3) To attend a political rally--contains the ingredients of force and violence.
6. Crowds attending various types of special events have certain characteristics or peculiarities which, if thoroughly understood, can be of material assistance in crowd control planning.
- a. Crowds at political rallies are:
 - 1) Definitely partisan.
 - 2) The opposing party may "pack" meetings or send agitators to disrupt proceedings.
 - 3) Prompt identification of these individuals and assignment of police in close proximity to them will greatly curtail their activities.
 - 4) Party leaders who have the support of the crowd should be called upon to give assistance to any police efforts

- or make any announcements of a police nature, thereby avoiding any resentment toward the police.
- 5) At such rallies, inhibitions may be thrown to the winds.
 - 6) The next day those persons will return to their normal routines and their actions will be forgotten; the actions of the police, however, if inappropriate to the occasion, may become headlined and may haunt them for a long time.
 - 7) To add to the problem, there may be security factors, such as the attendance of a high official or a highly controversial candidate or official.
 - 8) Under no circumstances should police officers become engaged in a political debate or signify a party loyalty or preference.
- b. Crowds attending athletic events are generally divided by team loyalties.
- 1) Feelings often run quite high and arguments are frequent.
 - 2) These arguments rarely require police action; however, fights which may occur should be handled expeditiously by the police.
 - 3) Caution must be taken, however, to assure that athletic contests are not used as opportunities to foment riots by groups or organizations; police intelligence should always be alert to this possibility.
 - 4) It is essential also that police remain neutral to the proceedings of the athletic contests.
- c. At religious meetings.
- 1) This presents a delicate situation and each such situation must be handled in its own way; however, the creation of religious martyrs must be avoided.
 - 2) History records that violence has erupted from actual or supposed religious persecution.
- d. When parades are used as a form of:
- 1) Demonstration by:
 - a) Political
 - b) Religious

- c) Economic
 - d) Student
 - e) Other groups having intense emotional feelings--
a basis for potential civil disorder exists.
- 2) Parades in connection with holiday celebrations or festivities are less likely to produce violence unless the preceding period of time has been marked by intense agitation or other signs of public unrest.
- e. Crowds at miscellaneous recreational activities.
- 1) Public beaches
 - 2) Amusement centers
 - 3) Parks
 - 4) Large picnics
 - 5) Similar events may occasionally become disorderly
 - 6) Serious accidents
 - 7) Unexpectedly severe weather
 - 8) Excessive altercations
 - 9) Overcrowding
 - 10) Alcoholic beverages
 - 11) Premature closing of the facility
 - 12) Inadequate transportation--examples of special circumstances which might lead to inflamed emotions and subsequent facilities.
7. Crowds which develop from curiosity at unusual occurrences, such as fires or accidents, usually have no purpose other than viewing the proceedings.
- a. Make-up of these crowds changes constantly due to individuals' losing interest.
 - b. Failure of such crowds to undergo this change should alert the police that some influence, possibly one which could lead to trouble, is sustaining the crowd's interest.
 - c. This is especially true of a crowd that gathers at the scene of police action, such as an arrest.

- d. Invariably a crowd gathers at the sight of a police cruiser, especially one with the warning signal flashing.
 - e. When operating in a tension area, police should attract as little attention as possible and accomplish their task as rapidly as possible.
 - f. Some of the recent disastrous riots in this country were initiated by a crowd gathered at the scene of an arrest being made by a police officer.
8. Specific problems, There are many problems inherent in crowd control. Police officers must be familiar with these problems, recognize them immediately, and be prepared to initiate timely remedial action. Some of these problems are:
- a. Overcrowding.
 - 1) This problem is best controlled by establishing shut-off lines.
 - a) The line should be established at a point where the people who are unable to gain access to the area can be turned back without creating a congestion problem.
 - b) It should be established where the physical features tend to channel the flow of pedestrians to its narrowest width, and at a point far enough beyond the crowd to prevent the shutoff point from being overrun by the normal crowd.
 - c) Room must be provided for police to maneuver between the edge of the crowd and the shutoff point.
 - 2) In the event overcrowding already exists in the area (a beach or amusement park), police should insure there is adequate transportation prior to closing of the area.
 - 3) Arrangements may be made to refund unused tickets or admission fees and if so, the crowd should be advised of appropriate procedures to be followed.
 - b. Clashes between opposing groups.
 - 1) Opposing groups should be segregated.
 - 2) Political meetings or those concerned with labor disputes are examples of controversial gatherings where this system would be applicable.
 - 3) Assign each group to a specific area.
 - 4) Similar facilities and equal opportunity for publicity should be provided.

- 5) If possible, different departure times should be assigned to each group.
- 6) In more confined areas, such as at beaches and amusement parks and where diverse opinions are to be represented, different tactics must be used.
- 7) In such instances, plainclothes officers or detectives should be assigned in the crowd to identify leaders or potential troublemakers, to determine plans of the group, and to permit prompt action in the event of disorder.
- 8) If possible, troublemakers should be dispersed, exit routes and transit facilities policed, and shutoff lines established.

VI. News Media

A. Police policy with relation to news media.

1. The police recognize that cooperation with press, motion pictures, television, radio, publishers, writers, lecturers, and educators is essential.
2. The police will treat all representatives of news media impartially, showing favoritism to none.
3. At the scene of a serious crime, accident, emergency or other event, permissible information, when definitely established as fact, will be promptly released. Such releases should all be made through the officer in charge or an officer designated by him.
4. The police should not hesitate to make available to the local press newsworthy items which will tend to aid in forming a favorable public opinion of the police department.
 - a. Such stories as transfers of key personnel, new recruits assigned to the division and retirements should not be overlooked as outlets.
 - b. New divisional policies affecting the public, assignment of new equipment, and station improvements should also be given to the press.
 - c. The local press is usually interested in covering these stories in addition to crime news.

B. Limitations upon releasing news to press.

1. A valid reason must always exist when information is withheld. The action must not be arbitrary or capricious.

2. To prevent erroneous or conflicting statements which may be detrimental to the department and the public interest, only the superior in command at the scene should release information for publication.
3. Care should be exercised in stating opinions either as to cause, extent, result, effect, duration, suspects or similar speculation.
4. If another department or agency is concerned, a superior of that agency should be consulted before discussing a phase of the incident involving that agency.
5. Confessions, admissions, or other statements by the person in custody, or summaries of them, should not be released to the news media by any person.

C. Press relations in period of tension.

1. Reporters should be made acquainted with the department's plan for dealing with public disorders. This will aid greatly in avoiding misinterpretation of events that may occur in the course of an actual outbreak.
2. It is important that the press be enlisted in campaigns to dispel rumors and establish the facts. A frank approach is in most cases the best one, for if the press begins to doubt police versions of the circumstances, it may not act readily enough in killing rumors.

D. Press relations at time of riot.

1. A system of accrediting newsmen must be established in advance of trouble and special laminated ID cards issued periodically. Only those press representatives who are so accredited should be allowed in the otherwise isolated riot area.
2. Full cooperation should be afforded all newsmen in the riot area. They should be advised of the danger centers, but so long as they do not interfere with the tactical operations of the police, it is up to them to make the decision as to whether or not they will enter such areas.

E. Discourage sensationalism.

1. The police have a responsibility to call to the attention of the press, the damaging effect upon community relations of the use of sensationalism, particularly in relation to racial conflict.
 - a. Inflammatory statements and photographs and confusing reports only tend to aggravate the situation.

- b. News accounts deliberately slanted or overstated in one or other directions only work at cross purposes to the objectives of every person involved.
 - c. Ultimately, they are at odds with the best interests and the peace of the areas directly involved, as well as the country as a whole.
 - d. In the past, when the disastrous community consequences of such a policy have been called to the attention of the press, it has demonstrated its genuine public interest by voluntarily cooperating fully.
 - e. There is every reason to believe it will demonstrate the same responsible attitude in the future.
- F. Irresponsible reporters: In the unusual event that a photographer or reporter proves that his primary interest is in sensationalism and makes attempts to foment actual physical violence so that he may report it, the police should take decisive action.
- 1. Such action will always be condoned, and even applauded, by the responsible news gathering agencies.
 - 2. These cases should be promptly reported to the management of the media concerned.
 - 3. Those persons who have the responsibility for establishing the police of a press media are normally far removed from the field.
 - 4. They are sometimes not in a position to know of the activities of their individual representatives.
 - 5. Frequently, the only way they have of knowing that their representatives are furnishing misleading but highly newsworthy material is from a contact by police officials.
- G. Broadcast guidelines for coverage of civil disorders.
- 1. A majority of broadcast news directors in this region must indicate they feel such a set of guidelines is necessary in this one area of coverage because an instance of widespread civil disobedience, particularly one involving racial strife, is entirely unique from any other kind of story in that its coverage could affect the direction of its development and intensity, its duration and outcome and therefore demands exceptional treatment.
 - 2. The civil disorder must be of such size, or indicate a potential for developing into such size, that it could be a considerable threat to the community.

- 3. Competition between broadcasters in coverage of such disorders should continue to be vigorous but, in this one volatile area, more thought should be given to changing the focus from dynamic impact to authoritative and calm reporting of vital information to the public with maximum assistance in the re-establishment of control as the primary goal.
- 4. Law enforcement authorities should take the necessary steps to ensure that adequately informed staff members will be on duty at command posts who will be readily available to supply properly identified broadcast newsmen with pertinent information concerning the disorder.
- 5. Guidelines (prior to reaching the scene).
 - a. Stories of civil disorder, particularly when the disorder is in its early stages, should not be over-emphasized nor should a "scare" approach be taken by the broadcasters in their initial reporting.
 - b. The official designation of the incident should be used by the broadcasters, employing the term "riot" only after authorities do.
 - c. At the outset of the disorder, broadcast newsmen should be dispatched to law enforcement command posts, rather than directly to the scene where their presence may heighten the disturbance or interfere with efforts to establish control. An authoritative staff command post will be in communication with the scenes of disorder and be capable of providing newsmen with any desired information.
 - d. Determination of when newsmen may be sent to the scene without danger of inflaming or inciting further discord is the individual responsibility of each broadcast news director and his outlet.
- 6. Guidelines (from the scene, command post and studio).
 - a. Broadcasts which might tend to inflame or incite further violence should not be aired.
 - b. Emphasis should be on the steps being taken to restore order, advisements to the public to keep out of the general disturbance area and, if a curfew has been invoked, of obeying that curfew.
 - c. Reports should be calm, objective and present the "overall picture" and should be devoid of sensationalism, speculation and rumors which could incite or further extend the disturbance or stir a new outbreak in a controlled area. It should be emphasized that reports from the field are describing only those segments of the disorder that are being witnessed by that particular newsmen.

- d. Caution should be taken against over-emphasizing isolated and, for the most part, trivial incidents. Such incidents should be incorporated into the "overall picture" and their importance fully explained, thus avoiding inflammatory editing of audio tape and film.
 - e. Exact locations of intersections, street names and addresses of flareups should not be revealed by the broadcaster until authorities have announced order has been established and control being maintained in that particular area.
 - f. Avoid broadcasting interviews with obvious lawbreakers or participants in the disorder who are on the side which opposes law and order when the interview could be considered inflammatory and may add further problems to the disorder. Whenever possible, the broadcast newsman should seek out a responsible spokesman for the community in which the disturbance occurs.
 - g. Broadcast newsmen should avoid creating further disturbances through the indiscriminate use of cameras, lights or microphones; i.e., avoid filming a milling crowd if it does not add to the story and might inspire a disorder by that crowd. When possible, cameramen should attempt to film with a long lens so as not to expose the presence of a camera and should use natural lighting whenever feasible. In short, use good taste and common sense.
 - h. Unless and until a situation reached the point of Martial Law, all Constitutional guarantees are deemed to be in force and applicable. Hence, the aforementioned constitute guidelines for voluntary conduct designed to provide the greatest assistance to the public and law enforcement agencies in the treatment of civil disorders and, at the same time, provide essential information to the public.
 - i. Therefore, the basic goal of all broadcast newsmen participating in the coverage of civil disorder should be to encourage, by exemplary performance, responsible reporting that will produce an even greater fulfillment of their obligation to serve the public interest and safety, as well as defend the aims of duly constituted law and authority.
- H. Establishing a press and information center.
- 1. Establishment of the press center.
 - a. The press center will be located, preferably near the field command post, within police lines, for the speedy gathering and transmittal of information.
 - b. The facility must be adequate to handle a large number of people.

- c. Sufficient outside telephone communications.
 - d. Operation.
 - 1) The press center shall be kept advised of all developments.
 - 2) All police personnel on duty must be informed of the location of the press center.
 - 3) Representatives of the press will not be restricted to the press center but will be permitted freedom of movement within police lines where practicable. However, where safety conditions, expeditious emergency rescue operation or similar police or emergency requirements demand, the movements of the press may be regulated in accordance with the particular situation.
 - 4) Personnel.
 - a) Commanding Officer, Community Relations, or his representative.
 - b) Officer designated as press liaison officer.
 - c) Policemen for telephone, messenger or clerical duty.
 - 5) Equipment.
 - a) Clerical supplies.
 - b) Sign "PRESS CENTER".
 - c) Typewriter, tables and chairs.
 - d) Adequate telephone facilities.
 - e. Information for release to the press shall be channeled through the field command post from the temporary morgue, first aid station and other available sources. It shall be made available to the designated liaison officer for release to members of the press, subject to the usual restrictions of the Rules and Procedures of the department.
2. Information Center
- a. Scenes of disasters, particularly those involving a large number of injuries and deaths may attract numbers of persons inquiring about missing relatives or property damage. Other persons may seek to give helpful data.
 - 1) Establishment. The superior officer in charge of the patrol functions at the scene shall establish the

Information Center to which these persons will be directed. This Center shall be established outside the police lines at a location which will not interfere with police operations.

2) Personnel.

- a) The superior officer in charge of patrol functions shall designate officers to take charge of the Information Center and who will be assigned to handle clerical assignments, maintain order and to act as messengers.
- b) Liaison will be maintained with all other operational units in connection with the emergency.

3) Equipment.

- a) Supply of 4 x 6 aided cards.
- b) Sign "INFORMATION CENTER".
- c) Communication.
- d) Clerical supplies.

- b. If the Information Center has no information regarding the person inquired about, a 4 x 6 index card shall be prepared containing name and pedigree of the person sought, and the name and address and telephone number of the inquirer along with relationship to the victim. This card shall then be inserted in the alphabetical file of persons involved for possible correlation with a subsequent aided card. This will assist in the identification of casualties and notifications to relatives.

3. Consolidation of Press and Information Center. Depending on the type of emergency condition, it is possible that it would be more practical to consolidate the responsibilities of the Press Center and the Information Center into one operation. In instances of this type, the operation of a Press and Information Center would be under the supervision and control of the Commanding Officer of the Community Relations Section.

VII. Communications

A. Initial Communications.

1. The first member of the force present at the scene shall immediately report to the communications section giving the scope of the emergency and its exact location, and shall request necessary assistance. If a foot policeman, he shall use the nearest available telephone or a walkie-talkie radio; if assigned to a radio motor patrol car, he shall use the car radio.

2. As soon as possible, at least three telephones shall be secured for use, one for in-coming calls, one for out-going calls, and the third to be maintained as an open line to the Communications Section.
3. As additional units respond to the scene, a recorder shall be assigned to maintain communications with the Communications Section by department radio.

B. Communications Equipment.

Certain communications equipment may be directed to respond, including:

1. Civil Defense Mobile Emergency Center with walkie-talkie radios and telephones.
2. Police Department Safety Vehicle, with public address amplifier and bull horns.
3. Telephone company vehicle containing radio telephones.
4. Telephone company personnel to install additional phones and to make connection of telephones within the mobile emergency unit.

C. Mobile Telephones.

1. Mobile radio telephones, if available, will provide telephone communication to and from the field command post at the scene of an emergency prior to the installation of regular telephone service. This mobile radio telephone may also be used to supplement the additional telephone service after installation.
2. At an emergency scene, only limited communication facilities will be available for the large volume of essential emergency messages. This is particularly true during the initial stage of an emergency when the mobile radio telephone may be in use. Therefore, at all times and particularly during the initial period, only essential emergency calls should be made in order that communication lines may be kept open.

- D. Walkie-talkie radios. A police vehicle containing walkie-talkie radios shall be dispatched to the scene so that these radios may be assigned for use at strategic locations within the area, such as parking and staging areas, traffic control points, field command post, first aid station and ambulance parking area. These may be used for communications among units in the field, and between field units and the command post. Since transmission may be intercepted by outside receivers, the walkie-talkies should not be used for confidential messages. Instructions for use will be issued with each walkie-talkie radio, and records will be maintained as to the identity of personnel to whom assigned.

1. Great reliance is placed on portable radio equipment, capable of necessary transmission distances to control units operating in widespread areas.
2. All units, particularly the "front line" forces require portable radios to facilitate mobility.
3. Transmissions must be kept to a minimum so that high priority traffic such as reporting opposing forces contact and issuance of orders to reaction forces can be rapidly transmitted.
4. Pre-determined codes will greatly assist in shortening transmission times.
5. Emission control will enhance security and surprise.

E. Other communications at the scene.

1. High frequency (HF). HF sets are commonly used to pass intelligence information and control police patrols during harassing operations, and to control and coordinate units participating in reaction operations.
2. Very high frequency (VHF). FM radio sets are used to the extent that line of sight transmission conditions exist. These sets are used for short-range ground-to-ground and ground-to-air communications. In this connection, aircraft may be used effectively for temporary relay of radio traffic to support a specific short-term action.
3. Wire. Normally, the vulnerability of wire communication to opposing forces action dictates that wire be used only in secure areas.
4. Radio relay. Radio relay use is consistent with line of sight conditions and mobility of equipment.
5. Messenger. Messengers are the most secure and reliable means of communication.
6. Visual. The use of arm and hand signals, semaphore, lights, smoke, pyrotechnics, mirrors, and panels find considerable application in counter-rioting operations, particularly at the small unit level.
7. Sound.
 - a. The use of sound devices such as sirens, whistles, and weapon-firing may be used to signal the commencement of rioting action, or for warning purposes.
 - b. Airborne loudspeakers may be particularly effective in controlling the movement of large units or transmitting messages to isolated units or patrols.

F. Security.

1. It must never be assumed that opposing forces do not have the capability of performing communication intelligence operations or countermeasures.
2. Normal security precautions must be observed since an opposing force must be credited with the capability of:
 - a. Tapping wire lines.
 - b. Monitoring radio transmissions.
 - c. Receiving information from a sponsoring power or a conventional source that can conduct communications intelligence operations.
3. All communication facilities are considered important targets by opposing forces and must be protected against being damaged or destroyed.
4. Communication measures. While the opposing force usually will not possess sophisticated communication equipment or training comparable to the police, it will normally depend to some extent on radio communication for contact with a sponsoring power, its underground element, and for control and coordination of its subordinate elements.
 - a. There are different objectives to consider in countering the opposing forces communications.
 - 1) Intercept and decode his transmissions.
 - 2) Intercept his couriers.
 - 3) Jam his radio traffic.
 - 4) Deceive and mislead him by false transmissions.
 - 5) Locate and confiscate his communication equipment.
 - b. The countermeasure mission assigned will depend on the desired product.
 - 1) If communications intelligence is desired then intercept and decode his transmissions and intercept his couriers.
 - 2) If the opposing force depends on his communication equipment for information and control in a fast moving tactical situation, and it is desired to deny him that information and control, then jam his radio traffic and deceive and mislead him by false transmissions.

c. It should be kept in mind that communication deception is an exacting technique that requires as much knowledge of the opposing force as he has of himself.

G. Communications--radio tips.

1. Periodically interrupt lengthy transmissions to permit incoming emergency transmissions.
2. Acknowledgements of general broadcasts from each mobile and/or hand radio should be omitted during emergency operations. When a large number of units are required to acknowledge confusion becomes evident with cars talking over each other.
3. When patrols are comprised of squads or units containing several cars, designate one man as communications liaison officer, particularly during critical assignments such as snipers, house searches, looter complaints and crowd dispersals.
4. Test any modification of your radio system before placing it in operation, i.e., a walkie-talkie with 1-1/2 watts power, if incorporated into a mobile radio system on a single (simplex) frequency, will be screened out by more powerful mobile and base transmitters.
5. Develop an "open mike" procedure. A microphone keyed in a mobile unit can stick in the transmit position. This can seriously affect the entire system by screening out other vehicles attempting to transmit and also interfering with reception from the base station. Keep mikes in respective holders. By pre-planning, a procedure can be developed to assist in restoring the system. One method is to periodically transmit the open mike signal. The mobiles would then turn on parking lights on reception. Patrols not receiving would see the lighted parking lights of the other patrol vehicles and indicate to them to check their microphone switch.
6. All mobiles should have the same power output. In a simplex system distance from the base and power output of the transmitter affect base and car to car reception. The car closest to the base will generally screen out more distant vehicles. When mobiles are equipped with more powerful transmitters ("special" cars) they could virtually cripple the entire system with an open mike, since they would completely screen out transmissions to the base from cars with less powerful transmitters.
7. Develop an acknowledgement procedure, i.e., acknowledge by car number only--313 - 41 - 5, etc. Eliminate 414 to command post, O.K. on your message.
8. Keep radios in transmit mode. Some units have standby where just receiver is on. When switch is thrown from standby to

full on, some of the older tube sets take 20 to 30 seconds to become ready for transmit capabilities (filament to heat up). (20 to 30 seconds is a long time under emergency conditions.)

9. When cars are on fixed post, run motor periodically to keep batteries charged.
10. During lengthy periods of silence dispatcher should transmit time. This keeps the men from keying their transmitters to see if they work (squell backlash). Giving a short transmission lets them know their radios are working.
11. Arrange if at all possible, standby transmitters, possibly battery powered. Small battery units on a good antenna can give quite surprising results. (PT's, handi-talkies)
12. Record all air traffic. Excellent future reference.
13. Monitor citizen band.
14. Dispatcher attitude important--sense of responsibility, calm, set example, reliable, prompt.
15. "Stand by to copy" saves repeats. Don't talk too fast. The other man may have to copy.
16. Radio engineers should maintain a schedule pertaining to the recharging and changes, if necessary, of portable radio batteries.

VIII. Utility Protection

- A. Purpose. To establish procedures for the protection of public utilities during periods of civil disorder.
- B. Introduction. Public Utilities provide service to the community which require protection and security during an emergency situation. Disruption of service would not only affect the many community residents, placing unfair hardships upon them, but would weigh heavily on those attempting to perform police functions. Attempts to contain and secure riot or disturbance areas during these times would be made much more difficult. While individual examples of service disruption need not be cited, it is, however, paramount to realize the necessity of maintaining uninterrupted operations.
- C. Notification procedures.
 1. Police radio.
 - a. In the event of a civil disorder leading to the activation of a mobilization plan, or one of such magnitude which might affect the normal service furnished by a utility company, the supervisor in charge of police radio

shall notify the utility companies, and inform them of the situation. He shall then provide the utility company with the location of the field command post and the name of the utility liaison officer.

- b. Phone numbers should be readily available which will place you in contact with utility company personnel who have been instructed in the procedures to be followed in the event of notification of an emergency by the Police Department. Key utility company personnel capable of making operating decisions will be on hand shortly after such notification.

2. Utility companies initiating communications with the Police Department.

- a. Should it become necessary for a utility company to make an inquiry of the Police Department, they shall first contact the operations desk, police radio.
- b. After being appraised of the situation, they will be given the location of the field command post and the name of the utility liaison officer.
- c. In the event a liaison officer has not been designated the supervisor in charge of police radio will contact the duty senior command officer who will appoint a utility liaison officer.

D. Liaison Officer.

- 1. Designation. Upon the activation of any phase on emergency mobilization of manpower the duty senior command officer will designate a supervisor to act as liaison with utility companies.

2. Functions of utility liaison officer.

- a. The utility liaison officer will report to the field command post and will perform his functions from that location.
- b. He will establish contact with the representatives of the several utility companies, and advise them of the reporting location for their standby emergency crews (field command post). Utility companies will each send a representative to the field command post to establish and maintain liaison with the police.
- c. He will keep utility company representatives appraised of matters affecting utilities. He shall route requests made by the utility companies (not within his scope) to the appropriate command for action.

E. Utility companies.

1. Telephone Company.

a. Installations and functions

- 1) In the event of a civil disorder, the most critical locations in the telephone communications business, would be buildings housing central office equipment. These buildings contain all the equipment necessary to service the telephones in a given area. By means of electronic and mechanical switching, 98 percent of the telephones in the world can be reached from any given number in a particular office.
- 2) "Dial direct" circuits are a critical part of the apparatus in most central offices. In addition, storage batteries for talking current, generators for signalling, and a multitude of relays and testing facilities are also contained in a typical central office. Many offices will have their own emergency diesel or gasoline generator in the event of a power failure.
- 3) All central office buildings house communication facilities for police, fire, and civil defense, telephones, radio, teletype and alarm circuits in addition to vital special circuits for government and industry.
- 4) The number of employees assigned to these locations will vary according to the size of the office and type of service rendered.
- 5) The most immediate concern will be the safety and welfare of personnel (this shall be paramount with all utilities). However, this does not detract in any way from the necessity of protecting the buildings and contents.
- 6) Security of Telephone Central Offices is a must to insure constant communications. Destruction of only a part of the delicate electrical equipment contained in such an office could result in a serious interruption of all service.

b. Security. Central Office Buildings (priority locations).

- 1) The police district wherein these buildings are located shall assign a selected number of offices to maintain security at each of these locations on all tours of duty. These details shall continue until the emergency has been terminated.

- 2) In the event any central office is located within an emergency zone, the number of policemen necessary to provide security will be determined by the field commander at the scene.

2. Gas Works.

a. Installations and functions.

- 1) The natural gas suppliers to local gas works should be known. Once the natural gas leaves the local gas works it is delivered to measuring and regulating stations. The number of such stations and exact locations should be known.
- 2) From the measuring and regulating stations, the gas flows through high pressure mains to production plants. When additional gas is needed, it is produced at two production plants, purified and compressed for mixing with natural gas. These production plants and their locations should be known.
- 3) Underground distribution facilities consist of regulators, pressure reliefs, and valves installed in underground vaults which are accessible through manhole covers, and recognizable by the initials of the local gas works in the cast. These locations are numerous, but a complete listing should be included in the utility locations index file by the police agency.

b. Security.

- 1) Interference with these facilities can result in conditions which can be dangerous to life and property.
- 2) Measuring and regulating stations and/or production plants. The police district wherein these buildings are located shall assign a given number of officers to maintain security at each of these locations on all tours of duty. These details shall continue until the emergency has been terminated.
- 3) Underground distribution facilities (those accessible through manhole covers) shall be checked every two (2) hours, by the pertinent sector car (visual observation from street level to insure no tampering). The time the check was conducted and the location checked shall be entered on the patrol log. If any of these facilities are located within an emergency zone, security checks shall be provided at the discretion of the field commander.

3. Electric Company.

a. Installations and functions.

- 1) Generating stations. These stations generate electricity for distribution in the local area. Many generating stations are protected by a chain link fence which completely surrounds them. These stations are attended at all times. Generally, there are weapons on the premises for use by trained electric company personnel during extreme emergencies. The number and exact locations should be known.
- 2) Substations. Substations are the link between the generating stations and the customer. Some, but not all, of these are attended.
 - a) There are three (3) general types of substations:
 - i) The building of masonry construction with screened windows.
 - ii) The outdoor type which is totally enclosed and protected by chain link fence.
 - iii) The transmission type which generally includes outdoor equipment and a building, all of which is protected by a chain link fence. Transmission substations are the most important because they supply the other substations.
 - b) Locations of transmission type substations. The number and exact locations should be known.
- 3) System operations headquarters.
 - a) These headquarters, housed in office buildings, control the generation, transmission and distribution of power, not only in the city, but often between companies of other states. The equipment and personnel in these headquarters are vital to the operation of the electric system.
 - b) Location. The number and exact location should be known.

b. Security.

- 1) Generating stations and transmission substations.
 - a) The police district wherein these buildings are located shall assign a given number of officers to maintain security at each of these locations on all tours of duty. These details shall continue until the emergency has been terminated.

- b) In the event a generating station and/or transmission substation is located within an emergency zone, the number of policemen necessary to provide security will be determined by the field commander at the scene.
- 2) Substations (outdoor and building types).
- a) Shall be checked every two (2) hours by the pertinent area car. The time the check was conducted and the location checked shall be entered on the patrol log.
 - b) If any of these facilities are located within an emergency zone, the number of policemen necessary to provide security will be determined by the field commander at the scene.
4. Transportation company (power).
- a. Substations. These are the power stations which are required for the operation of the subway-elevated, trolley lines, etc. The number and exact location should be known.
 - b. Security. The police district wherein these substations are located shall assign a given number of officers to maintain security at each of these locations on all tours of duty. These details shall continue until the emergency has been terminated. In the event a substation is located within an emergency zone, the number of policemen necessary to provide security will be determined by the field commander at the scene.

IX. Recovered Property

- A. Evidence: Articles seized by the officer actually making a physical arrest.
 - 1. This evidence gathered at the scene will be tagged and properly marked and held as evidence pending disposition of the case.
 - 2. A photograph of the property and the suspect who was in possession of it, should be taken at or near the time of his arrest.
 - 3. Whenever possible, evidence should be transported with the person from whom it was taken.
 - a. If such a procedure is not possible, the property (evidence) will be held until facilities are available for transporting it.
- B. Unclaimed property.

- 1. Defined as articles of value which will be found strewn about the streets and in the immediate area surrounding the scene of the riot. When the owner is unknown or unable to be contacted, such property will be classed as unclaimed property to be held awaiting the owner. This type of property presents the greatest difficulty in handling.
 - a. Each item should be tagged and a notation made as to the location of its recovery and the name of the officer recovering it.
 - b. The property will be stored in accordance with predetermined property room operation procedures.
- 2. The field commander on the scene will determine by reason of the amount of unclaimed property to be handled whether or not the physical facilities at the field command post will be adequate to store and handle same with security. Unclaimed property will be conveyed to the station by whatever vehicles are available at the time.
- 3. If the field commander on the scene decides that the volume of unclaimed property is such that it imposes a restriction on the operation of the field command post, an alternate storing area must be located.
 - a. The field commander at the scene will insure that an officer is detailed in the storage area to preserve all unclaimed property and prepare an itemized list of such property.
 - b. After the incident has ended, detectives will attempt, in so far as it is possible, to ascertain the owner and notify him that the property will be made available to him.

X. State of Michigan and Federal Statutes On Unlawful Assemblies and Civil Disorder

A. State Laws concerning Civil Disorders.

1. Definition of riot statute:

A riot at common law may be defined as a tumultuous disturbance of the peace by three or more persons assembling together at their own authority with the intent to mutually assist one another against all who shall oppose them. Such an assembly to come within the status must now consist of twelve or more persons, being armed with clubs or other dangerous weapons, or to the number of thirty or more persons whether armed or not.

2. Suppression of an unlawful assembly: MSA 28.789.

If any persons, to the number of twelve or more, being armed with clubs or other dangerous weapons, or if any persons, to

the number of thirty or more, whether armed or not, shall be unlawfully, riotously, or tumultuously assembled in any township, city or village, it shall be the duty of the mayor and each of the aldermen of such city, the supervisors of such township, the president and each of the trustees or members of the common council of such village, and also for the Sheriff of the county and his deputies and any member of the city police force and any member of the Michigan State Police, to go among the persons assembled, or as near to them as may be with safety, and in the name of the people of this state to command all the persons so assembled immediately and peaceably disperse: Provided, however, that this provision with reference to any member of the city police force shall not apply to any member of a city police force while he is privately employed.

3. Failure to disperse when commanded: MSA 28.790***

If the persons so assembled shall not, upon being so commanded, thereupon immediately and peaceably disperse, it shall be the duty of each of said magistrates and officers to command the assistance of all persons there present, in seizing, arresting, and securing in custody, the persons so unlawfully assembled, so that they may be proceeded against according to law.

4. Refusal to aid officers to disperse or arrest rioters or depart: MSA 28.791

If any person present, being commanded by any of the magistrates or officers aforesaid, to aid and assist in seizing and securing such rioters or persons so unlawfully assembled, or in suppressing such riot or unlawful assembly, shall refuse or neglect to obey such command, or when required by any such magistrates or officer to depart from the place of such riotous or unlawful assembly, shall, refuse or neglect to do so, he shall be deemed to be one of the rioters or persons unlawfully assembled, and shall be liable to be prosecuted and punished accordingly.

5. Explosive or incendiary; unlawful construction or possession: P.A. 69.

Any person who shall make, construct or have in his possession any device which is designed to or which will explode upon impact or with the application of heat or a flame, or which is highly incendiary, with intent to use the device unlawfully against the person or property of another, is guilty of a felony.

***This act gives officers the right to command public assistance and compliance for violations of law and failure to assist is a misdemeanor.

6. Neglect of officers to suppress: MSA 28.792.

Any mayor, alderman, supervisor, president, trustee, or member of a common council, justice of the peace, sheriff or deputy sheriff, having notice of any such riotous or tumultuous and unlawful assembly as is mentioned in this chapter, in the township, city or village in which he lives, who shall refuse or neglect immediately to proceed to the place of such assembly, or as near thereto as he can with safety, or shall omit by neglect to exercise the authority with which he is invested by this chapter, for suppressing such riotous or unlawful assembly, and for arresting and securing offenders, shall be guilty of a misdemeanor, punishable by imprisonment in the county jail for not more than six months or a fine of not more than two hundred and fifty dollars.

7. Use of force to quell: MSA 28.793.

If any persons, who shall be riotously or unlawfully assembled, and who shall have been commanded to disperse, as before provided, shall refuse or neglect to disperse, without unnecessary delay, any two of the magistrates or officers before mentioned may require the aid of a sufficient number of persons, in arms or otherwise, as may be necessary, and shall proceed in such manner as in their judgment shall be expedient, forthwith to disperse and suppress such unlawful riotous or tumultuous assembly and secure the persons composing the same, so that they may be proceeded with according to law.

8. Armed force to obey orders of governor, judge, sheriff, chief of police, state trooper or magistrate: MSA 28.794.

Whenever an armed force shall be called out in the manner provided by law for the purpose of suppressing any tumult or riot, or to offer violence to persons or property, or with intent, by force or violence, to resist or oppose the execution of laws of this state, such armed force, when they shall arrive at the place of such unlawful riotous, or tumultuous assembly, shall obey such orders for suppressing the riots or tumult and for dispersing and arresting all persons who are committing any of the said offenses, as they may have received from the governor or any judge of a court of record, or the sheriff of the county, any chief of police or his duly authorized representative, or any member of the Michigan State Police, and also such further orders as they shall there receive from any two of the magistrates or officers mentioned in the first section of this chapter.

9. Death ensuing from efforts to disperse--immunities: MSA 28.795.

If, by reason of any one of the efforts made by two or more of the said magistrates or officers, or by their direction, to disperse such unlawful, riotous or tumultuous assembly, or to seize and secure the persons composing the same who have

refused to disperse, though their number be less than twelve, any such person or any other person there present as spectators or otherwise, shall be killed or wounded, the said magistrate and officers and all persons assisting by their order, or under their jurisdiction and direction, shall be held guiltless and fully justified in law; and if any of the said magistrates or officers or any person acting by their orders, or under their direction shall be killed or wounded, all the persons so unlawfully, riotously or tumultuously assembled, and all other persons who, when commanded or required, shall have refused to aid or assist the said magistrates or officers, shall be held answerable therefor.

10. Destruction of a dwelling house or other property; civil liability: MSA 28.796.

Any of the persons so unlawfully assembled, who shall demolish, pull down, or destroy or injure, or who shall begin to demolish pull down, destroy or injure any dwelling house or any other building, or any ship or vessel, shall be guilty of a felony, and shall be answerable to any person injured to the full amount of the damage, in any action of such trespass.

11. Treason. Definition and evidence. MSA 28.812.

Treason against the state consists only in levying war against it or in adhering to its enemies, giving them aid and comfort. No person can be convicted of treason unless upon the testimony of two witnesses to the same overt act, or on confession in open court.

- a. Punishment. MSA 28.812.

"Every person who shall commit the crime of treason against this state shall suffer the punishment of death for the same."

"No person shall be convicted of treason unless upon the testimony of two witnesses to the same overt act, or on confession in open court."

Following a conviction for treason the governor may suspend the execution of the sentence until the case shall be reported to the legislature at its next session, when the legislature shall either pardon or commute the sentence, direct the execution thereof, or grant a further reprieve.

- b. Misprision of treason.

"Any person who shall have knowledge of the commission of the crime of treason against this state, and shall conceal the same, and shall not, as soon as may be, disclose and make known such treason to the governor thereof, or to some judge of a court of record within this state, shall be guilty of a felony, and shall be punished by imprisonment in the state

prison not more than five years, or by a fine of not more than two thousand five hundred dollars."

12. Subversion. MSA 28.813.

The constitution provides:

"Subversion shall consist of any act, or advocacy of any act, intended to overthrow the form of government of the United States or the form of government of this state, as established by this constitution and as guaranteed by section 4 of article 4 of the constitution of the United States of America, by force or violence or by any unlawful means.

"Subversion is declared to be a crime against the state, punishable by any penalty provided by law."

"Subversion shall constitute an abuse of the rights secured by section 4 of this article, and the rights secured thereby shall not be a valid defense in any trial for subversion."

In addition to the constitutional definition hereinbefore referred to, the statute defines subversive activities to mean and include criminal syndicalism as it relates to political reform only and is otherwise defined in the Michigan penal code. The penal code defines criminal syndicalism as the doctrine which advocates crime, sabotage, violence or other unlawful methods of terrorism as a means of accomplishing industrial or political reform.

The statute dealing with subversion and providing punishment therefore, provides as follows:

- a. Subversion; punishment.

"Every person who shall commit the crime of subversion against this state shall be punished by imprisonment in the state prison for life, or any term of years in the discretion of the court."

- b. Concealment of knowledge of.

"Any person who shall have knowledge of the commission of the crime of subversion against this state and shall conceal the same, and shall not, as soon as may be, disclose and make known such subversion to the judge of a court of record within this state, shall be guilty of a felony."

- c. Organized groups whose purpose is to commit subversion, guilt of members, organizers or officers.

"Any person who shall knowingly be a member, organizer or officer of any association, corporation or organized

group of persons whose purpose as known to him is to commit subversion shall be guilty of the crime of subversion."

- d. Corporation lending aid to person or firm engaged in acts of subversion; forfeiture of charter, fine.

"Any corporation doing business under the laws of the State of Michigan which, by corporate action lends any aid by gifts of money or by any other payment of money, or furnishes the services of personnel or lends its name or credit to any person, association, firm or corporation engaged in acts of subversion, knowing them to be so engaged, shall forfeit its charter or certificate of authority and shall be fined not more than the total assets of the corporation."

13. Emergency powers of the governor: Act 302, 1945.

An act authorizing the governor to proclaim a state of emergency, and to prescribe the powers and duties of the governor with respect thereto; and to prescribe penalties.

The people of the State of Michigan enact:

10.31 Governor may proclaim state of emergency; orders, rules. MSA 3.4 (1).

Sec. 1. During time of great public crisis, disaster, rioting, catastrophe, or similar public emergency within the state, or reasonable apprehension of immediate danger thereof, when public safety is imperiled either upon application of the mayor of a city, sheriff of a county, the commissioner of the Michigan State Police, or upon his own volition, the governor may proclaim a state of emergency and designate the area involved. Following such proclamation or declaration, the governor may promulgate such reasonable orders, rules and regulations as he deems necessary to protect life and property, or to bring the emergency situation within the affected area, under control. Without limiting the scope of the same, said orders, rules and regulations may provide for the control of traffic, including public and private transportation, within the area or any section thereof; designation of specific zones within the area in which occupancy and use of buildings and ingress and egress of persons and vehicles may be prohibited or regulated; control of places of amusement and assembly, and of persons on public streets and thoroughfares; establishment of a curfew; control of the sale, transportation and use of alcoholic beverages and liquors; control of the possession, sale, carrying and use of firearms, other dangerous weapons, and ammunition; and control of the storage, use, and transportation of explosives or inflammable materials or liquids deemed to be dangerous to public safety.

Such orders, rules and regulations shall be effective from the date and in the manner prescribed in such orders, rules and regulations and shall be made public as provided therein. Such orders, rules and regulations may be amended, modified, or rescinded, in like manner, from time to time by the governor during the pendency of the emergency, but shall cease to be in effect upon declaration by the governor that the emergency no longer exists.

10.32 Construction of Act. MSA 3.4 (2).

Section 2. It is hereby declared to be the legislative intent to invest the governor with sufficiently broad power of action in the exercise of the police power of the state to provide adequate power over persons and conditions during such periods of impending or actual public crisis or disaster. The provisions of this act shall be broadly construed to effectuate this purpose.

10.33 Misdemeanor. MSA 3.4 (3).

Section 3. The violation of any such orders, rules and regulations made in conformity with this act shall be punishable as a misdemeanor, where such order, rule or regulation states that the violation thereof shall constitute a misdemeanor.

14. It appears that these sections are designed to permit united action by authorities against riots and unlawful assemblies, and are not intended to authorize arrests and prosecutions merely for failure to disperse immediately and peaceably, nor to be arrested and proceeded against for their offenses according to law. In order to justify arrest under these sections, and to provide statutory protection for those officers who act to disperse rioters or those unlawfully assembled, there must be:

- a. A condition of things justifying a command to disperse by those officials designated by law.
- b. A proclamation must be made by proper authorities to disperse peaceably.
- c. Disobedience to the command of disperse.

15. All arrests and prosecution must be for specific offenses under the penal code, and section number where shown.

B. Procedure for reading the riot act.

1. Section 1.11 STATE RIOT ACT: The Michigan State Law requires the police to suppress unlawful assemblies of persons to the number of 12 or more being armed with clubs or other dangerous

weapons, or persons to the number of 30 or more whether armed or not.

2. The RIOT ACT should be read as follows: "IN THE NAME OF THE PEOPLE OF THE STATE OF MICHIGAN, I COMMAND ALL OF YOU PEOPLE ASSEMBLED HERE TO IMMEDIATELY AND PEACEABLY DISPERSE."
3. It is necessary that four things be done before a person or persons can be convicted under the MICHIGAN RIOT ACT, or before an arrest can be made without the police officer incurring personal liability:
 - a. There must be a command to disperse.
 - b. There must be an occasion for such demand.
 - c. The command must be made by a statutory police officer.
 - d. The command must be disobeyed.

C. Federal laws.

1. Rebellion or insurrection.

Whoever incites, sets on foot, assists or engages in any rebellion or insurrection against the authority of the United States of America or the law thereof, or gives aid or comfort thereto, shall be fined not more than \$10,000 or imprisoned for not more than 10 years, or both and shall be incapable of holding any office under the United States. Title 18, U.S.C., Section 2383.

2. Seditious conspiracy.

If two or more persons in any state or territory, or in any place subject to the jurisdiction of the United States, conspire to overthrow, put down or to destroy by force, the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder or delay the execution of any law of the United States, or by force to seize, take or possess any property of the United States, contrary to the authority thereof, they shall be fined not more than \$20,000 or imprisoned not more than twenty years or both. Title 18, U.S.C., Section 2384.

3. Mutiny, riot, dangerous instrumentalities prohibited.

Whoever instigates, connives, wilfully attempts to cause, assists, or conspires to cause any mutiny or riot, at any Federal penal or correctional institution, or without the knowledge or consent of the warden or superintendent conveys into such institution, or from place to place therein any tool, device, or substance designed to cut, abrade, or destroy the materials, or any part thereof, of which

any building of such institution are constructed, or any other substance of things designed to injure, or destroy any building, or any part thereof, of such institution, or whoever conveys into such institution, or from place to place therein, any fire-arm weapon, explosive or any lethal or poisonous gas, or any other substance or thing designed to kill, injure or disable any officer, agent, employee or inmate thereof or conspires to do so--shall be imprisoned for not more than ten years. Title 18, U.S.C., Section 1792.

4. Destruction of motor vehicles or motor vehicle facilities.

Whoever, wilfully with intent to endanger the safety of any person on board or anyone who believes will board same or with a reckless disregard for safety of human life, damages or disables, destroys, tampers with, or places or causes to be placed any explosive or other destructive substance in, upon, or in proximity to, any motor vehicle which is used, operated, or employed in interstate or foreign commerce, or its cargo or material used or intended to be used in connection with its operation; or the performance of duties under any order, judgment, or decree of a court of the United States shall be fined not more than \$1,000 or imprisoned not more than one year, or both.

No injunctive or other civil relief against the conduct made criminal by this section shall be denied on the ground that such conduct is a crime. Title 18, U.S.C., Section 1509.

5. Contempts constituting crimes.

Any person, corporation or association wilfully disobeying any lawful writ, process, order, rule, decree, or command of any district court of the United States or any court of the District of Columbia, by doing any act or thing therein, or thereby forbidden, if the act or thing so done be of such character as to constitute also a criminal offense under any statute of the United States or under the laws of any state in which the act was committed, shall be prosecuted for such contempt as provided in Section 3691 of this title and shall be punished by fine or imprisonment, or both.

Such fine shall be paid to the United States or to the complainant or other party injured by the act constituting the contempt, or may, where more than one is so damaged, be divided or apportioned among them as the court may direct, but in no case shall the fine be paid to the United States exceed, in case the accused is a natural person, the sum of \$1,000, nor shall such imprisonment exceed the term of six months.

This section shall not be construed to relate to contempts committed in the presence of the court, or so near thereto as to obstruct the administration of justice, nor to contempts committed in disobedience of any lawful writ, process, order, rule, decree, or command entered in any suit of action

brought or prosecuted in the name of, or on behalf of, the United States, but the same, and all other cases of contempt not specifically embraced in this section may be punished in conformity to the prevailing usages at law. Title 18, U.S.C., Section 402.

6. Transportation of dynamite, powder and fuses

- a. Any person who knowingly transports, carries or conveys within the United States, any dangerous explosives, such as and including, dynamite, blasting caps, detonating fuses, black powder, gunpowder, or other like explosive, or any radioactive materials, or etiologic agents, on or in any passenger car or passenger vehicle of any description operated in the transportation of passengers by any for-hire carrier engaged in interstate or foreign commerce, by land, shall be fined not more than \$1,000 or imprisoned not more than one year, or both; and, if the death or bodily injury of any person results from a violation of this section, shall be fined not more than \$10,000 or imprisoned not more than ten years, or both: Provided however, that such explosives, radioactive materials, or etiologic agents may be transported on or in such car or vehicle whenever the Interstate Commerce Commission finds that an emergency requires an expedited movement, in which case such emergency movements shall be made subject to such regulations as the Commission may deem necessary or desirable in the public interest in each instance: Provided further, that under this section it shall be lawful to transport on or in any such car or vehicle, small quantities of explosives, radioactive materials, etiologic agents, or other dangerous commodities of the kinds, in such amounts, and under such conditions as may be determined by the Interstate Commerce Commission to involve no appreciable danger to persons or property; and provided further, that it shall be lawful to transport on or in any such car or vehicle such fuses, torpedoes, rockets, or other signal devices as may be essential to promote safety in the operation of any such car or vehicle on or in which transported. This section shall not prevent the transportation of military forces with their accompanying munitions of war on passenger-equipment cars or vehicles.
- b. No person shall knowingly transport, carry or convey within the United States, liquid nitroglycerin, fulminate in bulk, in dry condition, or other similarly dangerous explosives, or radioactive materials, or etiologic agents, on or in any car or vehicle of any description operated in the transportation of passengers or property by any carrier engaged in interstate or foreign commerce, by land, except under such rules and regulations as the Commission shall specifically prescribe with respect to the safe transportation of such commodities. The commission shall from time to time determine and prescribe what

explosives are "other similarly dangerous explosives", and may prescribe the route or routes over which such explosives, radioactive materials, or etiologic agents shall be transported. Any person who violates this provision, or any regulation prescribed hereunder by the Interstate Commerce Commission, shall be fined not more than \$1,000 or imprisoned not more than one year, or both; and, if the death or bodily injury of any person results from a violation of this section, shall be fined not more than \$10,000 or imprisoned not more than ten years, or both.

7. Explosives; illegal use or possession; and, threats or false information concerning attempts to damage or destroy real or personal property by fire or explosives.

a. As used in this section--

"commerce" means commerce between any state, territory, commonwealth, district, or possession of the United States, and any place outside thereof; or between points within the same state, territory, or possession, or the District of Columbia, but through any place outside thereof; or within any territory, or possession of the United States, or the District of Columbia.

"explosive" means gunpowders, powders used for blasting, all forms of high explosives, blasting materials, fuses, (other than electric circuit breakers), detonators, and other detonating agents, smokeless powders, and any chemical compounds or mechanical mixture that contains any oxidizing and combustible units, or other ingredients, in such proportions, quantities, or packing that ignition by fire, by friction, by concussion, by percussion, or by detonation of the compound or mixture or any part thereof may cause an explosion.

- b. Whoever transports or aids and abets another in transporting in interstate or foreign commerce any explosive, with the knowledge or intent that it will be used to damage or destroy any building or other real or personal property for the purpose of interfering with its use for education, religious, charitable, residential, business or civic objectives, shall be subject to imprisonment for not more than one year, or a fine of not more than \$1,000, or both; and if personal injury results shall be subject to imprisonment for not more than ten years or a fine of not more than \$10,000, or both; and if death results shall be subject to imprisonment for any term of years or for life, but the court may impose the death penalty if the jury so recommends.
- c. The possession of any explosive in such a manner as to evidence an intent to use, or the use of, such explosive, to damage or destroy any building or other real or personal

property used for educational, religious, charitable, residential, business, or civic objectives, or to intimidate any person pursuing such objectives, creates rebuttable presumption that the explosive was transported in interstate or foreign commerce by the person so possessing or using it, or by a person aiding or abetting the person so possessing or using it; provided, however, that no person may be convicted under this section unless there is evidence independent of the presumptions that this section has been violated.

- d. Whoever, through the use of the mail, telephone, telegraph, or other instrument of commerce, wilfully imparts or conveys, or causes to be imparted or conveyed, any threat, or false information knowing the same to be false, concerning an attempt or alleged attempt being made, or to be made, to damage or destroy any building or other real or personal property for the purpose of interfering with its use for educational, religious, charitable, residential, business, or civil objectives, or of intimidating any person pursuing such objectives, shall be subject to imprisonment for not more than one year, or a fine of not more than \$1,000, or both.
- e. This section shall not be construed as indicating an intent on the part of Congress to occupy the field in which this section operates to the exclusion of a law of any state, territory, commonwealth, or possession of the United States, and no law of any state, territory, commonwealth, or possession of the United States which would be invalid, and no local authorities shall be deprived of any jurisdiction over any offense over which they would have jurisdiction in the absence of this section. Title 18, U.S.C., Section 837.

XI. Anti-sniper Activity.

A. Introduction.

1. One of the most difficult and trying situations that a police officer may be confronted with during a riot is being fired upon by a sniper.
2. A sniper has a definite advantage that you should always keep in mind. He can see you, but normally you won't see him. If you're lucky you will see where his first shot came from, however, this is very unlikely.
3. Some snipers will fire quickly one or two shots and then will not fire again for hours for fear of detection. Others will be so intoxicated or high from narcotics that they do not appear to be concerned with detection.

4. Some snipers are trying to kill you, while other so called "snipers" are merely attempting to create a diversion of police attention from looters and arsonists.
 - a. They accomplish this by firing one or two shots in the air and then immediately leave the area.
 - b. The police, thinking that the "sniper" is still in the vicinity, may converge on the area and conduct a search for the sniper thus allowing looters, arsonists, etc., to operate in another area without restraint.
 5. In many instances reports of sniper fire will come from the populous which then have to be investigated by the police. The report may be valid, an honest mistake, or a deliberate attempt at trying to tie up police manpower.
 6. Regardless of the circumstances it is impossible to accurately guess which reports of sniper fire are valid, where the sniper is trying to kill, or whether it is not valid and its purpose is a diversionary tactic.
 - a. You can expect to spend considerable time investigating reports of snipers with no resulting apprehension.
 - 1) Either he will get away by mixing with the other citizens in the immediate area or he was never there in the first place.
 - 2) It is best to assume that there is a sniper, for your own and others' protection.
- B. Apprehending snipers (employment of riot control squads).
1. Squad leader of the first squad at the scene of a reported sniper should be in charge unless relieved by higher ranking officer.
 2. It is estimated that two squads and possibly even one can handle most situations.
 3. If another department is already at the scene, an attempt should be made to contact their officer in charge. Once contacted, ascertain if assistance is needed and in what capacity.
 4. When committed, officers should operate under the "buddy system".
 - a. Using this system will help prevent any one officer from getting separated from the rest of the squad.
 - b. At least one officer should be designated to stay with the patrol cars at all times. Preferably one officer for every two cars.

5. Squad leader controls the firing of weapons by members of his squad.
 - a. "Laying down a base of fire" or a "barrage" in the general area of a suspected sniper accomplishes nothing constructive and creates hostility among innocent bystanders who suffer property damage or personal injury.
 - b. Officer in charge should insure that too many police officers or other assistance does not accumulate at the focal point of "the action". Too much firepower could be even more dangerous than not enough.
 - c. The possibility of incidents involving unnecessary injury to innocent bystanders or your fellow officers would greatly increase. Likely source of such an injury would be from a bullet ricochet.
 - d. Existing lighting facilities such as street lights, building lights, signs, etc., should not be extinguished by gunfire except under the most extreme circumstances, and then only upon command of the squad leader. Premiscuous firing to extinguish light may confuse your fellow officers if they aren't aware of what the firing is all about. In addition, it causes erroneous sniper reporting by local citizens thinking that the sound of the shot came from a sniper.
 - e. It is not intended that the firing of weapons be restricted when common sense dictates to shoot, however, indiscriminate and excessive firing should not be tolerated.
6. Excess assistance that arrives at the scene could be used to form an isolation net around the effected area.
 - a. This would assist in keeping the local citizens clear, and also any possible suspects fleeing the area would be observed and apprehended.
 - b. It is imperative that the commanding squad leader take this initiative to coordinate the maneuvering of available assistance.
 - c. Allowing uncoordinated action will create more problems than already exist.
7. It may be that the sniper fire being received is of such a volume that advancing towards its source would be extremely dangerous.
 - a. Before attempting any move, a covering screen should be made with smoke grenades.

- b. Armored vehicles could be employed, if available, to enter the danger zone first. If they can locate and "pin down" the snipers, this would afford other officers an opportunity to advance.
 - c. Consideration should be given to the possibility of a better vantage point in and about the adjacent buildings to be used by a selected marksman. Getting above the sniper to return the fire would put the sniper at a definite disadvantage.
8. Best technique to use against a sniper is the employment of a searching party and a covering party. The number of officers in each party would be determined by the size of the building in question and the area to be covered.
 - a. The covering party would consist of officers assigned to all entrances and exits of the building, allowing no one to enter or leave without first being inspected. Also in the covering party would be officers assigned to cover the windows or other areas that could be possible sniper ports.
 - b. When the location of the sniper is not known, the searching party enters the building and begins a room by room search.
 - c. Entry into the building should be concurrent with loudspeaker warnings and the instructions to the sniper inside.
 - d. Once the searching party is ready to enter the building, the covering party is to be notified.
 - e. Members of the searching party should be equipped with riot control agents and gas masks, walkie-talkies, flashlights, shotguns, and body armor.
9. Whenever possible, buildings are cleared from top down.
 - a. If the top of the building cannot be reached from the outside, at least two men should be left on each floor when enroute to the top from the inside.
 - b. Once at the top of the building, search the roof and then work down.
 - c. Searching officers should work in at least pairs.
 - d. If the location of the sniper is found, gas should be used to force him into the open rather than "going in after him".
 - e. When the location of the sniper is known prior to entry into the building, two officers should be assigned to fire periodically into the sniper's port from opposite angles to keep him pinned down.

f. Gas should then be used to force him into the open.

C. Special weapons and teams.

1. Special weapons team concept.

a. Three classifications.

1) Selected marksman team

Composed of four permanent team members (including one special weapons marksman, one observer and two shotgun men). They operate as a team (or combined with other teams as squads or platoons) to perform special tactical missions upon request of the field commander.

2) Special weapons marksman.

Selected marksmen who are assigned with regular field forces or response units and whose task is to provide security by controlling the high ground in area of operations. Qualifications--a score of 130 out of 160 on an approved rifle range.

3) Station defense marksmen.

Selected marksmen who are assigned to provide station and command post defense and to man check points and street barricades. Qualifications--a score of 110 through 129 on an approved rifle range. All selected marksmen should keep their special weapons in their station locker.

2. Purpose of tactical teams.

a. To assist and protect police and fire units regularly engaged with mobs, looters, arsonists, and insurgents.

- 1) In response to individual requests by the field commander regarding sniper fire.
- 2) In response to forces pinned down by concentration of sniper firepower.
- 3) In preplanned strategic locations where sniper fire is anticipated.
- 4) For station and command post defense.

b. To perform fire-control-point missions. By securing a commanding position and keeping desired areas clear of snipers.

c. To perform rescue operation missions.

1) By rescuing captured or cut-off officers.

2) By rescuing citizens in areas endangered by gunfire.

d. To provide coordinated effort and balanced assault fire power in non-riot police occurrences.

1) By handling barricaded suspects at request of field commander.

2) By capturing or destroying dangerous animals.

e. Tactical teams and special weapons marksman can work together wherever increased accurate fire power is required.

3. Organization of tactical teams

a. Composition of selected marksmen teams.

1) Each special weapons and tactics team shall be made up of four officers as follows:

- a) One qualified A selected marksman.
- b) One observer.
- c) Two shotgun men.

b. Function of team members.

1) Special weapons marksman.

- a) Provide long-range and intermediate range defense.
- b) Provide anti-sniper control.
- c) Provide accurate base support fire at all ranges.

2) Observer.

- a) Spotter for marksman.
- b) Provide close and intermediate range defense.
- c) Radioman.

3) Shotgun men.

- a) Provide security for marksman.
- b) Provide close range defense.
- c) Provide close range assault fire power against barricaded suspect or other fortified or defended position.

c. Equipment for teams.

- 1) General.
 - a) Regulation uniform (w/buttons and badge covered).
 - b) Rubber sole uniform shoes.
 - c) Helmet with black beret cover.
 - d) Sam Browne and sidearm(s).
 - e) Small flashlight.
 - f) Pocket knife.
 - g) Bandolier or cartridge belt for extra ammo.
 - 2) Special weapons marksman.
 - a) Rifle equipped with sling.
 - b) Hunting scope (optional).
 - 3) Observer.
 - a) Binoculars.
 - b) Walkie-talkie (in carrying case and w/ear plug).
 - c) Maps as required.
 - d) Carbine or 30/30 (optional).
 - e) Man-hole hook.
 - f) 60' length nylon repelling rope.
 - 4) Shotgun men number 1 and number 2. Shotgun should be equipped with sling.
- d. Composition of teams allows for flexibility.
- 1) Gives ability to combine with other teams to form squads or platoons as required.
 - 2) Each team is large enough to accomplish most missions
 - 3) Teams are large enough to defend selves (balanced fire power).
 - 4) Teams are small enough to achieve effective infiltration.

5) Each team member should be able to perform tasks of each other team member.

e. Mobility of teams: Teams are essentially infantry type units and will do most traveling on foot.

XII. Formations in Civil Disturbance and Riot Control.

A. Types of formations.

1. Line - (Squad or Platoon Front).

a. As an offensive formation these may be used to push or drive mobs straight back, across an open area or up a street.

b. As a defensive formation, it is used to hold mobs or deny access to restricted area or streets.

2. Echelon - (Diagonal Right or Left). An offensive formation used to turn mobs in either open or built up areas.

3. Wedge or "Vee": This formation is used when penetration and splitting a mob into smaller segments for dispersion is desired.

4. Diamond or "Vee" and Inverted "Vee".

a. This formation should be used to enter a mob, particularly when an apprehension is to be made. This offers all around security and protection. When the offender is encountered, the lines may be opened so that the belligerent individual may be pulled into the center.

b. This formation is useful in a defensive situation when all around security is necessary, protection of prisoners, wounded members, fire units, etc.

5. Column: squad in single file, used as flank protector to line or wedge.

B. The tactical deployment of police officers in these formations must be governed by the situation at the time, and may vary from one phase of the operation to another. Of prime importance, however, is the consideration that many modifications are possible using these basic formations.

1. For example: A line or wedge may be used with squad columns to insure flank and rear security while clearing an area.

2. This type formation offers the greatest defense to the prevention of mob members, split off by the wedge, or "Vee", leading the formation to collect and threaten the rear of the attacking force.

C. Security and Occupation Echelon.

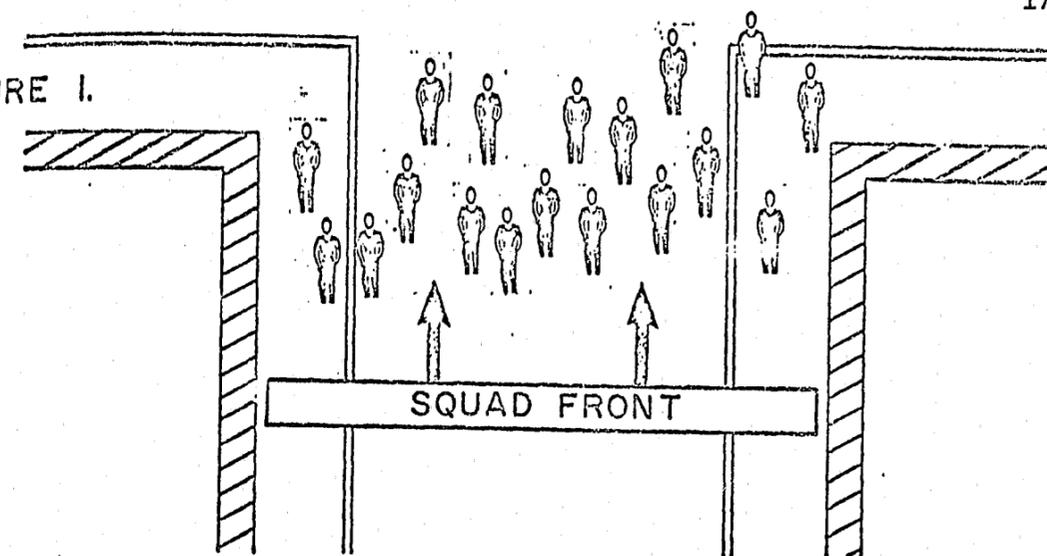
1. The securing of the rear of any formation used is vitally important. Experience of other departments have indicated that this is the most critical phase of the operations. The clearance of the mob is generally effected reasonably well, however, when the "sweep and dispersal" forces move forward segments of the mob reunite in the rear and cause mass destruction, looting and violence.
2. Any formation used to clear an area should provide for the security of the flank and rear, and also for an adequate follow-up echelon to hold the area cleared. This may be effected by squads, foot or motorized, given an area of responsibility (city block in which they may operate to prevent mob buildup). Thus a combination of "street sweep" operation, coupled with provision for keeping area cleared is the most practical course of action.

D. Use of vehicles.

If no "fire bombing" activity is experienced, consideration should be given to usage of multiple vehicle patrols with augmented personnel. (Four men to unit). These should operate in groups of no less than three vehicles, maintaining close formation for mutual support.

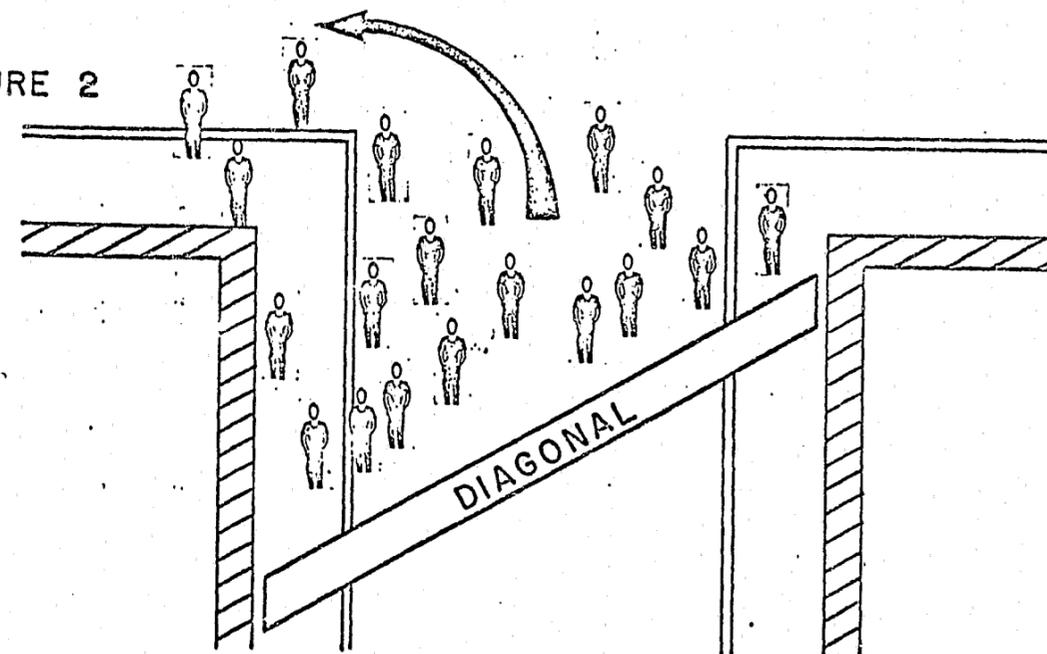
1. In general, the use of vehicles in immediate disorder area has not proven successful due to damage by thrown objects, fire bombs, etc.
2. However, multiple vehicle patrols, or "flying squads", may be utilized for isolated incidents away from major confrontation area to cope with "hit-run" tactics of insurgency type disorder.
 - a. Communications with the patrol must be maintained.
 - b. An adequate mobile reserve should be maintained to effect reinforcement should difficulty be encountered.
 - c. Supervision must be provided, e.g., one sergeant for three car unit.
3. Vehicular patrols with increased personnel (four men to unit) may likewise be employed on the perimeter to prevent entry to the area and as a screening and intelligence gathering unit.

FIGURE 1.



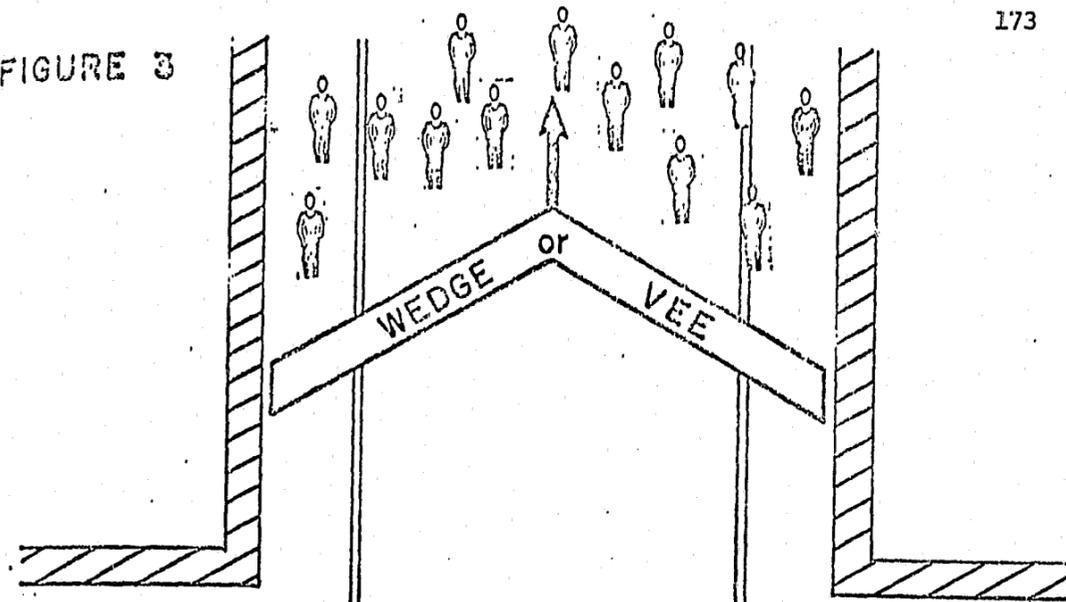
LINE FORMED - With platoon or squad.
 FOR OFFENSE - Drive mob straight back.
 FOR DEFENSE - Holding action to deny access to area, installation or await reinforcements.

FIGURE 2



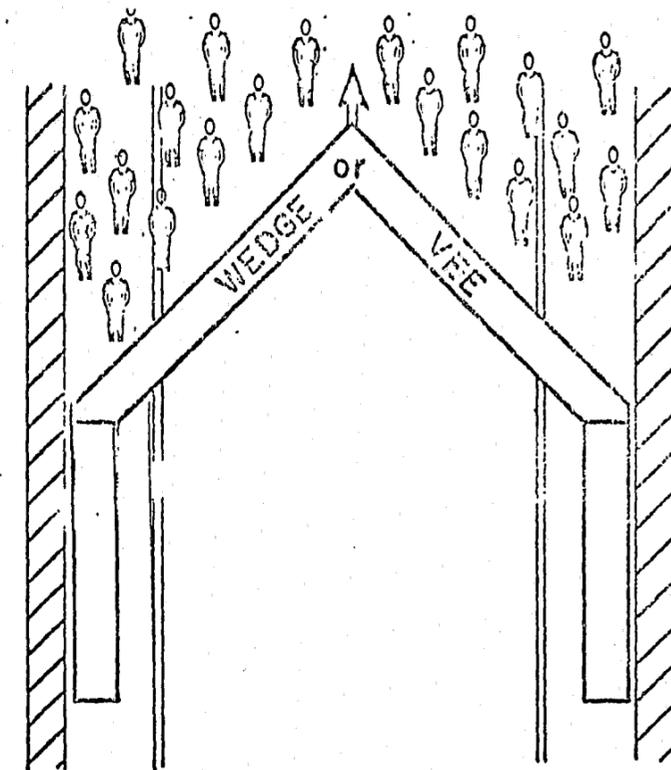
ECHELON OR DIAGONAL - Formed with a squad or or platoon to the RIGHT or LEFT.
 OFFENSIVE FORMATION - To turn mob in either direction.

FIGURE 3



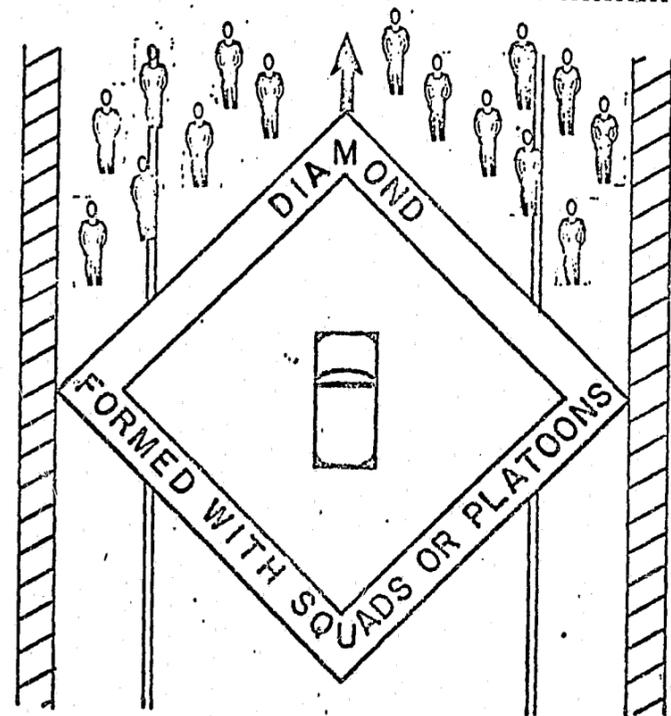
- LINE FORMED — With platoon or squad
 A — To split mob into smaller segments for dispersion.
 B — To penetrate mob.

FIGURE 5



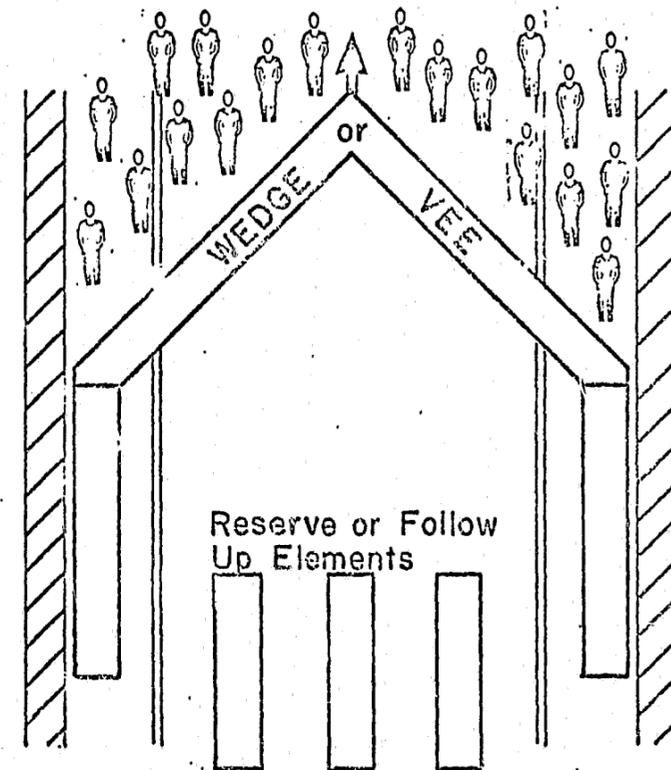
WEDGE OR VEE — Formed with a squad or platoon with columns as flank security.

FIGURE 4



- A — For all around security.
 B — Protection of injured.
 C — For vehicular security.
 D — To extract mob leaders, inciters, etc.

FIGURE 6



WEDGE OR VEE — With flank security and reserve, follow-up or occupation elements.

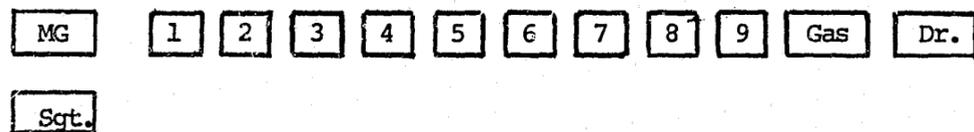
4. When the forces are greatly outnumbered, neither a wedge or "Vee" formation, nor vehicular patrol, should be driven into the mob as this could result in the forces being surrounded and cut off. In conditions as described above, a holding action pending arrival of reinforcement may be more feasible.

E. Maintenance of a reserve force.

1. Each field commander shall insure that a mobile force is maintained for commitment to action in order to respond to new threats to his unit. These may be maintained close to the area with the capability of motorization if required.
2. A well selected staging area may be used as a holding point for reserve forces, provided communication is established. Consideration should be given by the commander to the use of motor messengers, if necessary, to effect contact with his officer in charge at the staging area.

F. Commando and riot squad formations.

1. A commando squad consists of 12 patrolmen under the command of a lieutenant or sergeant. In addition to the supervisor, the squad is comprised of 9 shotgun men, 1 machine gun, 1 gas man, and 1 driver. The officer in charge designates the location the squad is to fall in. He takes his position and orders the squad to "fall in". The machine gun man falls in facing the officer in charge, the 9 shotgun men fall in dressing off to the left the gas man and driver in this order.



When using a wagon, count off and get positions before leaving the precinct. Load the rig according to position, i.e., last man first--gas, shotgun and machine gun last.

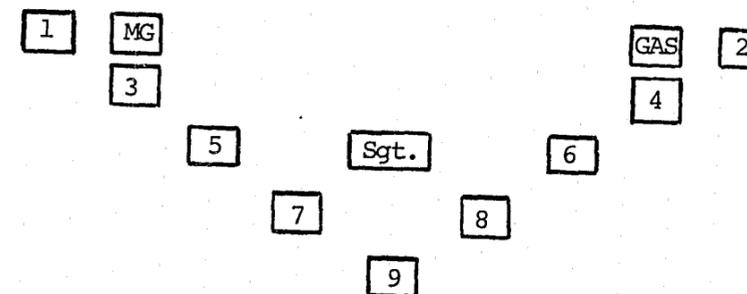
When unloading at the scene, order squad to "fall in". First man out of the rig is the machine gun man, who immediately faces the squad leader. The shotgun man next and the gas man and driver. They fall in at extended intervals, dress right dress, the order "front" is given, then count off, port arms, and load equipment. Every man makes a right face on the order, "load equipment". The firearm is held in the crook of the left arm and the ammo is loaded with the right hand (the ammo, four rounds, is carried in the officer's right hand pocket).

When the weapon is loaded, each man moves the weapon to the position of port arms to signal that the loading is completed.

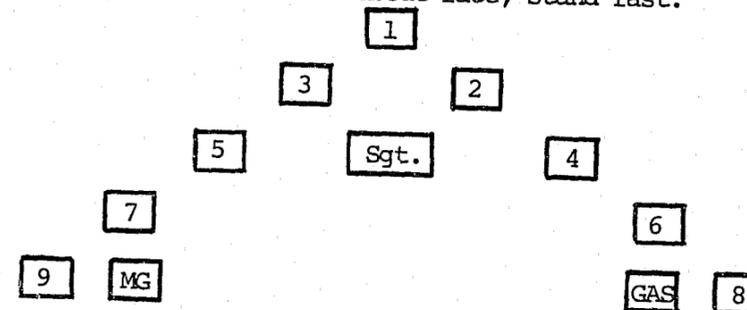
When all the men are in the position of port arms, the squad is ready to move.

2. Squad formations.

- a. Squad - form vee. Even numbered men to the right, odd numbered men to the left. Machine gun man moves to the rear, between the number 1 and number 3 men, and takes up his position at the side of number 9 man, with his back to the squad. The gas man takes a position along side of number 8 man, back to the squad. The number 1 man is the point.



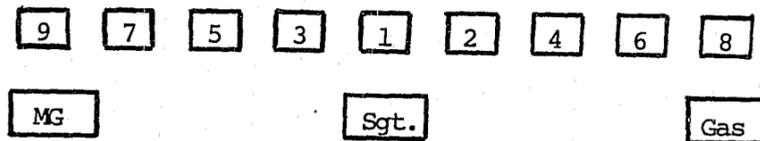
- b. Squad - form vee in reverse. All men turn to the outside, reform on number 9 man, forming a vee. Machine gun and gas men make an about face, stand fast.



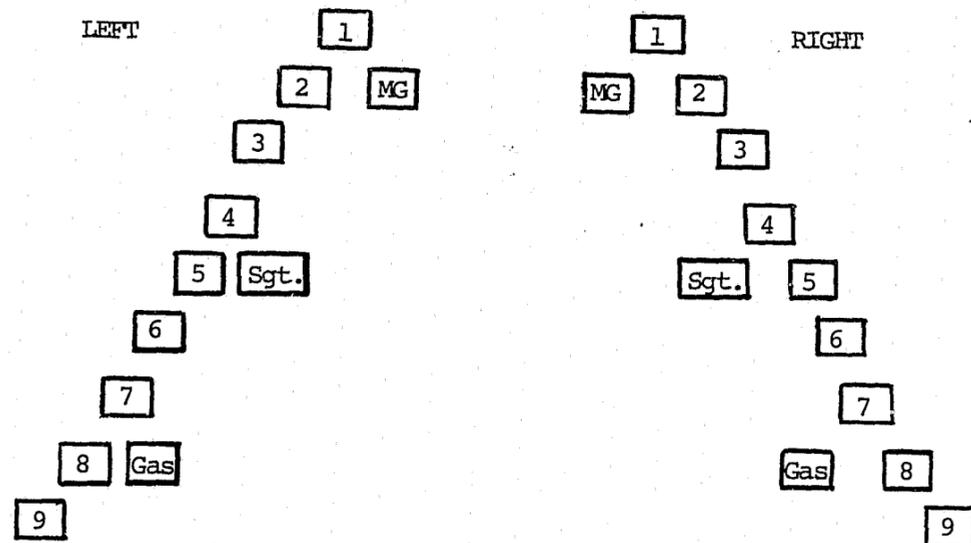
The machine gun and gas men have their backs to the squad, protecting it from the rear. The sergeant operates his squad from the center of the vee. In an operational formation, the men will automatically come to a "high port" position at the command of execution. In such formations squads do not stand at attention. This squad may be moved at full step (30"), at half step (15")--or at the command of "advance march", a slow moving cadence may be used to push back a crowd or mob.

- c. Squad - assemble from a vee. At the preparatory command, machine gun man makes an about face, moves forward between the number 3 and number 1 men, moves out about twelve feet and stops. On the command, "march", the rest of the squad moves forward and forms on the machine gun man.

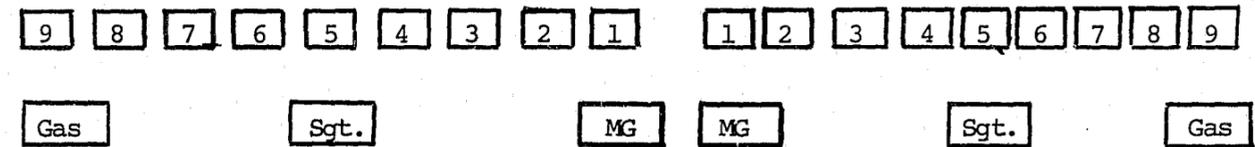
- d. Squad - assemble from a vee in reverse. At the preparatory command, the gas man moves forward between the number 9 and number 8 men, he moves out about twelve feet, and stops. On the command "march", the rest of the squad forms on the gas man to form the assembly in reverse order.
- e. Squad front. This formation can be formed by a column of file or from either vee formation. From a column of file, the command is "squad front-march". At the command of the execution "march", the leading pivot man (1 or 9) stops, even numbers then form to the right, odd numbers to the left, and machine gun, gas and sergeant take their positions in the rear of the squad. A vee may be formed from a "Squad front" by the command of "form 'V'--march", in which case the pivot man stands fast and the wings fall back to their proper positions in a vee formation. To assemble from a squad front, the machine gun or gas man, as the case may be, takes his position about 10 paces in front of his pivot man so there will be no confusion while assembling.



- f. Diagonals - right and left. Right or left diagonals are formed from a column of file only. At the command of "right diagonal" the machine gun man goes left around number 1 and stands with his back to the squad. Number 1 man is the point, the squad forms on him, one pace to the rear and one pace to the right. The gas man makes an about face and the leader stands in the center in the rear of the squad. When making a left diagonal the machine gun goes to the right and each man steps one pace to the rear, and one pace to the left of the man in front of him. To assemble from either diagonal, they merely fall back into a column of file.



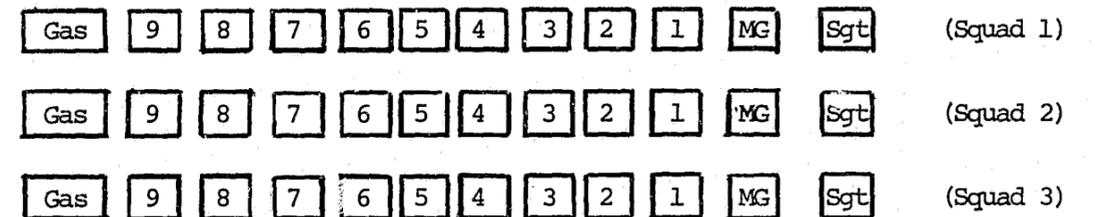
- g. Squad front from either right or left diagonal. Pivot man stands fast and the rest of the squad marches into line even with pivot man. Machine gun to rear of number 1 and gas man to the rear of number 9 man. To assemble from a squad front after forming a diagonal, the machine gun goes around number 1, takes his position about ten paces out, on command "march" the squad turns left or right and forms on machine gun.



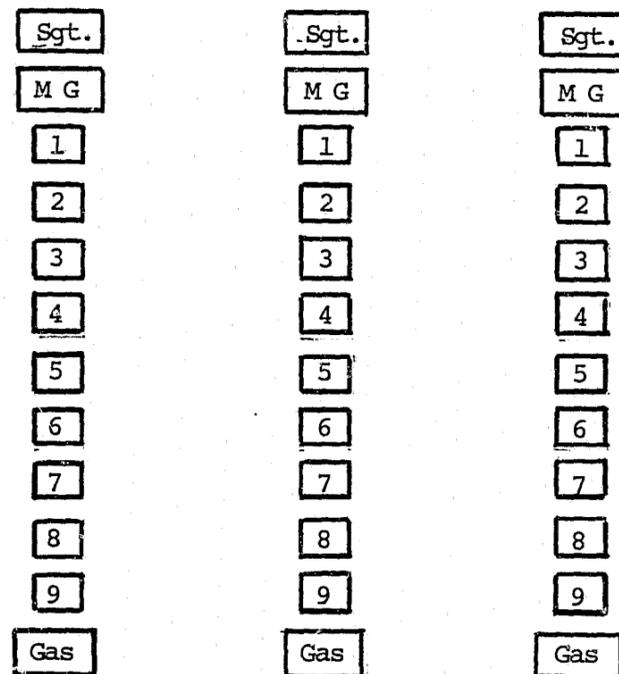
Be sure that, in all formations, proper distance is kept so that no one can break through the formation. Do not split up the squad because this decreases its efficiency. All of these formations can be executed from a marching or standing formation.

G. Platoon formations.

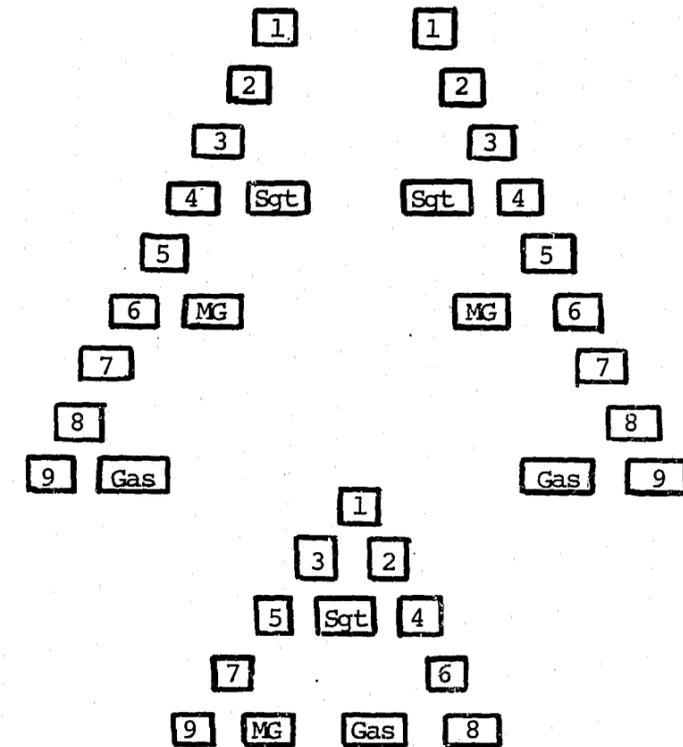
- 1. A platoon consists of three squads, each with one sergeant, one machine gun, one gas man and nine shotgun men. Squads are numbered as first, second, and third. At the command "platoon--fall in", the sergeants will take positions on the right of their respective machine gun men.



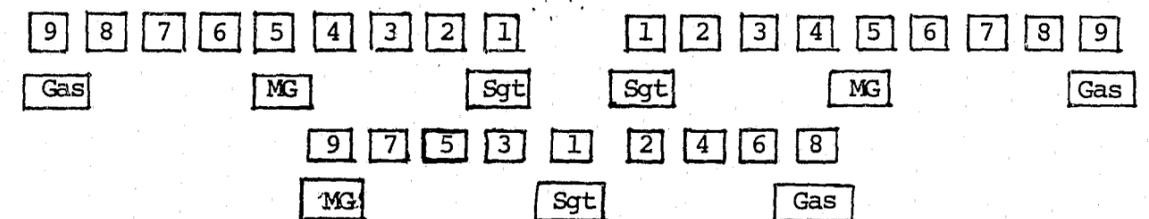
2. After the platoon has fallen in, the command "platoon, dress right--dress" is given. Men in the second and third squads will cover off on their respective numbers in the first squad. The command "ready--front" is given and the platoon faces front. At the command "count off" sergeant, machine gun, and gas men do not count. The first man in each squad is equipped with a shotgún, i.e., next to the machine gun man, is responsible for the pivot of his squad. This applies to the number 9 man if the gas men are in the lead. At the command, "count off", squads count off in unison. To go into other formations the platoon will be given either right or left face, as shown in the diagram:



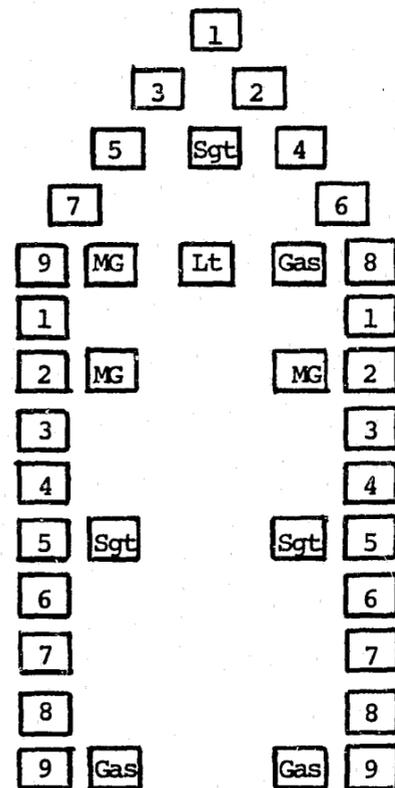
3. To form a vee the first command is "second squad halt". The first and third squads continue to march until the gas man on the first and third squads are about even with the second sergeant, then the command of execution is given. The next command is "platoon, form vee--march". The first squad makes a left diagonal, the third a right diagonal, and the second form as a vee as illustrated on the following page.



4. The second squad is used as a reserve squad by the platoon commander as he sees fit, such as covering sidewalks on either diagonal, holding prisoners, filling in for injured men in the big vee--using corresponding numbers; or any other action he deems necessary. Platoon front is formed in the same manner as a squad front from a vee formation. To assemble from a platoon vee: at the preparatory command of "assemble" the sergeants and machine gun men from each squad take their respective places in front of their pivot men. At the command of execution "march" all men move forward to their proper positions. A platoon vee can never be reversed for any reason, but the second squad can be reversed at will. Platoon front can also be formed when the platoon is in platoon formation. Number two squad halts as in vee formation then executes a squad front in rear of the platoon front, as shown in the following diagram:



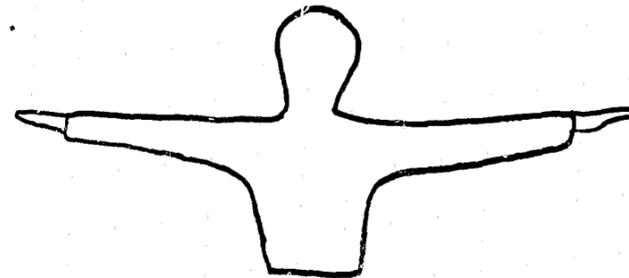
5. To assemble from the above position, at the preparatory command of "assemble" the sergeants and the machine gun men of all three squads take their places about 15 or 20 feet ahead of the number 1 men of the first and third squads to avoid congestion and shorten the running distance of the men. At the command of "execution" (march) the remaining men take their proper positions in their squads. Be sure that the men, when in an operative formation, are not standing at attention.
6. To form a vee with flank protection, the first and third squads are ordered to halt. The second squad continues to march until it has cleared the remainder of the platoon. The second squad is then given the command "form squad vee." When the vee has formed, the first squad is ordered to form in column formation on the left tail of the vee behind the number 9 man of the second squad. The third squad is ordered to form in column formation on the right tail of the vee behind the number 8 man of the second squad.



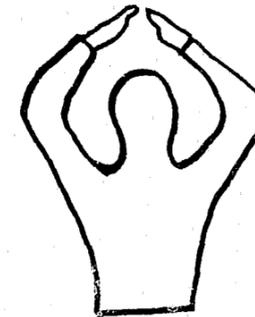
It is the responsibility of the sergeant or lieutenant, whoever is in charge of the squad, to make sure that all pieces are loaded before squads go into formations and unloaded before squads are dismissed.

H. Arm and hand signals.

1. In most situations it is entirely possible that members of police units may not be able to hear the voice commands of their leaders. Since effective communications are the backbone of efficient operation, a substitute for voice commands is necessary. To this end, the following arm and hand signals have been devised. All members should learn them in order that there will be no confusion, if their use becomes necessary.



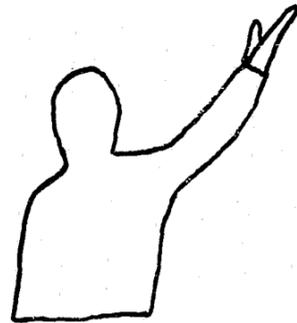
- a. Squad front or line formation. Raise both arms laterally until horizontal, arms and hands extended, palms down. If it is necessary to indicate direction of march, signal "forward", moving at the same time in the desired direction, e.g. to have the line move in from the right, pivotal point being the left end, raise both arms laterally until horizontal, arms and hands extended, palms down; swing the arm and hand on the side toward which the deployment is to be made, upward until vertical and back immediately to the horizontal position; repeat swinging movement several times; hold the other arm and hand steadily in the horizontal position until the signal is completed.



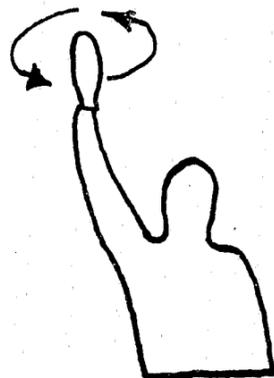
- b. Vee wedge formation. Raise both arms to the vertical position, palms inward and in contact with each other.



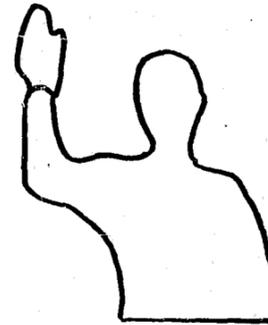
- c. Diagonal formation, right. Raise the right arm sideways to the fullest extent until it is midway between the vertical and horizontal.



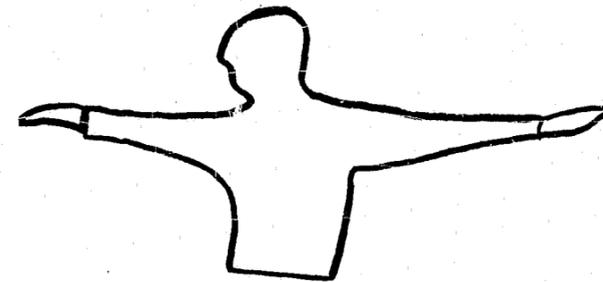
- d. Diagonal formation, left. Raise the left arm sideways to the fullest extent until it is midway between the vertical and horizontal.



- e. Assemble. Raise the hand vertically to the full extent of the arm, fingers extended and joined, and describe large horizontal circles with the arm and hand.



- f. Halt. Carry the hand to the shoulder, palm to front; then thrust the hand upward vertically to the full extent of the arm and hold it in that position until the signal is understood.



- g. Column. Extend the arms to the front and rear in approximately horizontal positions.

XIII. Use of Chemicals

A. Introduction

1. In recent years civil law enforcement agencies in this country have come to rely more and more on riot control agents to assist them in controlling disorders.
2. The experiences of our U. S. Armed Forces in maintaining law and order in occupied areas, such as Europe and Korea, have emphasized the many advantages of riot control agents over any other use of force in dispersing riotous gatherings in populated areas.
3. These agents will produce an immediate and decisive effect over large gatherings of people without causing permanent harmful effects.
4. When conditions are favorable, riot control agents properly employed will disperse huge crowds or mobs without troops having to come into actual contact with the rioters which in turn prevents bloodshed to both troops and the rioters.
5. Officers must know the characteristics and capabilities of riot control agents and how their effectiveness is governed by weather, terrain, and various tactical factors in order to employ these agents successfully in all types of situations.
6. A lack of knowledge on our part in this measure of force may not only prove embarrassing, but could result in failure to accomplish the mission of restoring law and order and protecting lives and property.

B. Definitions

1. A chemical agent is a substance or combination of substances which by itself or from reaction, will produce a toxic effect, smoke screen or incendiary action.
2. Irritant agents are not sufficiently toxic in field concentrations to cause death or endanger health.
3. Nonpersistent agents are those that remain effective in the open by a period of ten (10) minutes or less at the point of dispersion.
4. Persistent agents are those which remain effective in the open for more than ten (10) minutes at the point of dispersion.

- a. Of the chemical agents suitable for use in civil disturbances, the most important are substances selected, because of their peculiar nonlethal characteristics, from the group of harassing agents. These substances are called irritant agents.
- b. They are CN tear gas, CS tear gas, DM adamite, also combinations of these agents, CN-DM, CS-DM. Combinations of the gases would be used only in extremely serious condition because of their bad physiological effect.
- c. From the group of smoke-producing agents, one substance HC-smoke is frequently used in civil disturbances.

C. The importance of chemicals

1. When the department is committed to restore law and order, it must do so by the suppression of violence without bloodshed or violence, if possible, and must use only as much force as is necessary to accomplish the mission.
2. Chemicals properly used are effective weapons. The reasons for their effectiveness are:
 - a. Irritant agents in field concentrations are normally used to disperse mobs as they are not sufficiently toxic to cause death or seriously endanger health.
 - b. Chemicals, properly used, produce an immediate and decisive effect on the crowd or mob.
 - c. Chemicals are more effective over a greater area than an explosive or bullet.
 - d. Chemicals will achieve the greatest temporary incapacitation with least permanent injury.

D. Types and characteristics of riot control agents.

1. Color code: Color code is same for Lake Erie Chemical Company and Federal Laboratories Chemical Company.
 - a. Use color red to indicate tear gas CN.
 - b. Use color green to indicate tear gas and adamsite CN-DM.
 - c. Use color yellow to indicate smoke HC.
 - d. Use color blue to indicate CS.

2. Agents and their characteristics

a. Smoke Pot, HC, M5.

- 1) Weight--33 pounds.
- 2) Time of functioning 12-22 minutes.
- 3) Persistency in open--variable according to wind conditions, maximum ten (10) minutes.
- 4) Effective range of cloud of one munition 546 yards.
- 5) Minimum protection--none.
- 6) Physiological action--negligible.
- 7) First aid--none.
- 8) In closed areas can be dangerous.

b. Grenade, hand, smoke HC, AN-48 white.

- 1) Weight--25.5 oz.
- 2) Time of functioning--2 1/2 minutes.
- 3) Persistency in open--variable according to wind conditions--maximum ten minutes.
- 4) Effective range of cloud of one munition under favorable conditions--218 yards.
- 5) Physiological action--negligible.
- 6) First aid--none.
- 7) In closed areas can be dangerous.

c. Smoke grenades available (Federal) colors in green, red, yellow, violet; (Lake Eire) colors in orange, red, blue, white.

d. Use of smoke.

- 1) Disperse mob.
- 2) Screen troop movements.
- 3) Pilot smoke grenades--to determine direction and velocity of wind.

CONTINUED

2 OF 3

- 4) Signaling--primary purpose of colored smoke.
 - 5) Effect on rioters.
 - a) Nullifies psychological influences of novelty, contagion, imitation and the force of numbers.
 - b) Encourages persons who are disposed to disperse, but who fear denunciation by mob leaders or mob retaliation.
 - c) Psychological impact.
 - 6) What hazards must be considered?
 - a) Change of wind may benefit rioters and hamper police operations.
 - b) Smoke clouds may cause traffic hazards in adjacent areas.
 - c) Smokes are combustion type munitions and generate intense heat when functioning; they may cause fires when employed near combustible materials.
- e. Grenade, hand, tear, CN agent M7A1.
- 1) Weight--18.5 ounces.
 - 2) Time of functioning--20-60 seconds.
 - 3) Persistency in open--10 minutes.
 - 4) Effective range of cloud of one munition under favorable conditions--218 yards.
 - 5) Minimum protection--gas mask.
 - 6) Physiological action--lacrimation, mild skin itching.
 - 7) First aid--wash eyes with water; if available, use boric acid or sodium sulfite one-fourth percent solution. Keep eyes and face into wind, uncontaminated air.
 - 8) Time for maximum effect--immediately.

- f. Grenade, hand, tear, CS, M7A1.
- 1) Weight--16 ounces.
 - 2) Time of functioning--15-35 seconds.
 - 3) Persistency in open--variable according to wind conditions.
 - 4) Effective range of cloud of one munition--218 yards.
 - 5) Minimum protection--gas mask--field clothing.
 - 6) Physiological action--extreme burning sensation of the eyes, copious flow of tears, coughing; difficult breathing and chest tightness; involuntary closing of the eyes; stinging action on moist skin areas; sinus and nasal drip; nausea and vomiting on exposure to extreme concentrations (via ingestion).
 - 7) First aid treatment--remove to uncontaminated air; face into the wind; caution against rubbing eyes; keep affected persons well spaced; shower after six (6) hours.
 - 8) Time for maximum effect--twenty to sixty seconds.
- g. Grenade, hand, irritant, CN-DM, M6.
- 1) Weight--17 ounces.
 - 2) Time of functioning--20 to 60 seconds.
 - 3) Persistency in open--variable according to wind conditions--maximum ten minutes.
 - 4) Effective range of cloud of one munition--218 yards.
 - 5) Minimum protection--gas mask.
 - 6) Physiological action--lacrimation; irritation of the mucous membranes; viscous discharge from the nose, sneezing and coughing; severe headaches; acute pain in the chest; cramps; nausea with vomiting; involuntary anal evacuation.

- f. Dispose of malfunctioning material by burning in remote areas.
 - 1) Safety rules must be observed.
 - 2) Remove bases from projectiles.
 - 3) Federal impact flight-rite projectiles that have malfunctioned require special care.
- 4. Selection of proper chemical agent.
 - a. Tear gas.
 - 1) Tear gas (CN or CS) is suitable for use against either crowds or mobs because it produces only a temporary effect.
 - 2) The CN or CS powder, because of its greater persistency in comparison with CN or CS vapor will have a more lasting effect on a mob.
 - a) The actual bursting of this grenade is almost instantaneous, and the intolerable concentration of gas occupies a much greater area than the visible cloud.
 - b) The real persistency of this form is that the individual who comes in contact with it gets it in his eyes, his hair, his clothing and on his skin and actually inhales the CN or CS powder. This individual will be affected for several hours.
 - c) If persistency in the air over an area is desired, the discharge of grenades should be continued to maintain the concentration.
 - b. Adamsite: This chemical should only be used in extreme emergencies after all other means have failed.
 - c. Smoke.
 - 1) Smoke may be used to determine the approximate velocity of the wind and to provide concealment for the movement of troops. Troops moving behind or through a smoke screen approach a building or barricade close enough to throw grenades.
 - 2) Smoke separates members of a mob from one another, reduces the accuracy of their aimed fire, and causes confusion.

- 3) It may be used to disperse a mob, however, since it produces no physiological reaction, it will restrain a mob only momentarily and may be interpreted as a bluff.
- E. Factors that govern the employment of smoke and riot control agents.
 - 1. Effects of weather and terrain on smoke and riot control agents cloud travel.
 - a. After smoke and riot control agents have been released into the atmosphere, there is no way in which the commander can guide them to the desired target.
 - b. The cloud will tend to rise and drift down wind in a manner entirely dependent upon the existing weather conditions and terrain. The commander must be able to evaluate these conditions accurately in order to effectively employ riot control agents.
 - c. Chemicals can be used advantageously under favorable conditions, if used improperly or under adverse weather conditions, chemicals can quickly render your own troops inactive.
 - d. Factors to consider:
 - 1) Vertical rise.
 - a) Smoke and riot control agent clouds, which are a suspension of particles in the air, react to laws governing aerosols.
 - b) Smoke and riot control agent clouds are initially much warmer than the air and tend to rise rapidly, as particles cool, they tend to settle.
 - c) Smoke clouds formed by burning type munitions tend to rise more rapidly.
 - d) Smoke clouds formed from liquid agents are initially about the same temperature as the surrounding air and therefore rise slowly, if at all.
 - 2) Lateral spread.
 - a) When smoke or vapor is released, the cloud is blown from side to side by shifting air currents, which causes the cloud to spread as it drifts downwind.

- a) In a steady wind, the lateral spread is about 15 per cent of the distance traveled; under average conditions the spread is about 20 per cent.
 - c) The width of the area occupied by the mob determines the length of the gas line. Roughly, the length of the gas line should be equal to the average width of the target plus one-fifth (1/5) of the distance from the gas line to the mob.
- 3) Drag effect: Due to the greater wind velocity at higher elevations and to interference of vegetation and other ground objects, wind currents carry chemical clouds along the ground with a rolling motion, causing the base of the cloud to be retarded and to stretch out in length.
- 4) Obstacles.
- a) Obstacles such as buildings, large rocky structures, and trees affect the air in that they act as wind tunnels.
 - b) They confine the direction of the wind, and therefore with no lateral spread the wind velocity tends to increase.
 - c) This interference is apparent for a distance equal to thirty (30) times the height of the obstacles.

F. Tactical operations

1. What are considered favorable conditions for use of chemicals?
- a. Clear sky, at night or early morning.
 - b. Over field or water.
 - c. Ground temperature colder than air (inversion condition).
 - d. Steady wind 5-8 m.p.m.
2. What are average conditions for use of chemicals?
- a. Broken or overcast sky, during midmorning or late afternoon.
 - b. Over moderately rolling farm land.
 - c. Ground temperature near same as air (neutral condition).
 - d. Slightly shifting wind 8-12 m.p.h.

3. What are unfavorable conditions for use of chemicals?
- a. Clear sky, between 100 and 1600 hours.
 - b. Over broken or wooded terrain.
 - c. Ground temperature warmer than air (lapse conditions).
 - d. Variable wind—over 12 m.p.h.
4. Consider wind.
- a. The direction of the wind fixes the general vicinity of the line from which the gas cloud must be released in order to drift across the occupied area.
 - b. The direction and the velocity of the wind may be determined with the use of smoke prior to and during the actual release of gas.
 - c. Winds are subject to rapid changes in direction and velocity particularly on city streets and between tall buildings which form multiple termals and cross currents. Prior to use of gas, a careful evaluation of the possible effect of sudden changes of wind carrying gas into neutrals, public utilities, hospitals, schools, etc., should be made.
 - d. Velocity must be considered to determine the distance between the release line and the mob. This distance affects the amount of chemicals to be released. The gas line is usually at right angles to the direction of the wind and should be long enough to insure the creation of a cloud which, when it reaches the mob, will include considerably more than the area actually occupied by the mob.
5. Use of the chemicals.
- a. Disperse a crowd or mob.
 - 1) Must provide avenues of escape.
 - 2) Deny access to an area—use of CN or DM micropulverized powder because of greater persistency.
 - b. Split a crowd or mob.
 - 1) Narrow cloud thrown across center will split any gathering.

- 2) Used when no path of retreat is open to the rear.
 - 3) Used when supply of chemicals is limited.
- c. Attack buildings.
- 1) Grenades may be thrown through windows or into ventilation systems.
 - 2) Combustion types should not be used where combustibles are present, or in wooden structures.
- d. Consider temper and objective of rioters.
- 1) CN should be used first in most cases.
 - 2) CN-DM or CS-DM agent may be used against a violent mob or where CN or CS has been ineffective to accomplish mission.
 - 3) Temper of mob determines the duration and density of concentration.
- e. Munitions available.
- 1) It is well to remember that chemical munitions are always used in sufficient quantities to produce an immediate and decisive effect.
 - 2) Sufficient munitions must be available to:
 - a) Properly produce the gas cloud.
 - b) Maintain the cloud until the mob has dispersed.
 - 3) If supply is limited, place short heavy concentration on critical point. Short heavy concentration is more effective than light sustained concentration.
- f. Practical application.
- 1) The quantity of munitions and their employment must be determined on the ground.
 2. The line of release should be far enough windward so that chemicals will have joined into one cloud before reaching the mob.
 3. Grenades and pots are set off simultaneously and sustained or shifted as necessary.

- 4) Combustion type chemicals should not be thrown into a crowd or mob since they can be thrown back. Often burning type chemical grenades are placed cautiously toward the mob in conjunction with pots on a guarded line of release, so that the gas is carried by the wind into the mob.
 - 5) Micropulverized powder type grenades may be used to advantage regardless of wind. The powder is more persistent than the vapor in buildings, vegetation, and when the powder comes in contact with the rioters. Vapor clouds have a greater range in field concentrations.
- G. Summary of general tactical considerations and procedures in using chemicals in civil disturbances.
1. Principle factors determining the tactics to be employed.
 - a. Wind direction and velocity.
 - b. Area occupied by, or to be denied, rioters.
 - c. Type and quantity of munitions on hand.
 - d. Temper and objectives of the rioters.
 2. Procedure for using chemicals.
 - a. Determine area to be covered.
 - b. Determine direction of wind.
 - c. Determine line of release of the gas.
 - 1) Remember effects of weather and terrain on chemical cloud travel.
 - a) Lateral spread 15 to 20 per cent of distance traveled.
 - b) Vertical rise 3 to 10 per cent of distance traveled for gas, 10 to 20 per cent for smoke.
 - c) Obstacles--affect wind for distance downwind thirty (30) times height of obstacle.
 - d. Use sufficient quantity of chemical munitions.
 - e. Provide definite avenues of escape for the mob.

3. General tactical considerations.

- a. When force is necessary, chemical agents frequently will accomplish the mission without permanent physical injury to rioters.
- b. Prompt action is essential.
- c. Troops must have gas masks on before the gas attack begins.
- d. The grenadiers must be provided with adequate protection.
- e. When CN, CS or smoke is used, the department officer in charge of gas operations should be present.
- f. If the supply of chemicals is limited, a short heavy concentration should be placed on the most threatening point.
- g. When smoke is used, care must be exercised that it does not benefit rioters by screening their movements to points of vantage.

XIV. The Arrest Process

A. Introduction.

1. One of the most sensitive duties of the police department during a civil disturbance is effecting arrests. Arrests should not be made unless a clear-cut violation of law has been committed. Also, when a person is arrested he should be charged with each offense he has committed. At the scene of a riot or massive demonstration it is often quite difficult to determine who is breaking the laws and arbitrary arrests may cause further inflammation.
2. The simple making of mass arrests is relatively easy, but to effect a strong court case against each of the violators is an involved problem. Every arresting officer must be prepared to prove who he arrested, where, when, and for what violation. In the confusion of a large demonstration, particularly at night, there must be careful teamwork by all officers to carry out arresting procedures and to have a complete and accurate record of all actions taken.
3. While the following discussion of arrest procedures is directed toward civil demonstrators such as sit-ins and illegal marchers, it can be applied to a riot situation. Of course, once such obvious law breaking activities and looting and sniping occur, the police department will not be able to utilize as formal a method for arrests as is described herein.

B. Arrest procedures

1. Law enforcement officers are bound by law to enforce the laws impartially regardless of race, creed or color. Laws shall be enforced and all force necessary will be used to accomplish the mission. It should be remembered that nobody can authorize the use of fatal force in misdemeanor cases nor are a police officer's legal powers extended in any way because of an emergency situation.
2. Questionable arrests should not be made.
 - a. Keep arrests at a minimum and issue warnings and good advice, especially for trivial violations.
 - b. Avoid making martyrs of agitators as this can inflame the mob.
 - c. Make arrests legally, quickly, with no unnecessary force or commentary by the police.
 - d. Do not debate the issue with the arrested person. Stick to the violation involved, correct enforcement, correction of the condition.
3. When a decision to arrest is made, officers who intend to make the arrests should approach the assembly in no less than fire team strength, no less than four men.
 - a. This number assures mutual defense from assault, guarantees progress in the crowd and offers less chance of the rescue of arrested persons.
 - b. These officers shall be equipped with the chemical mace and/or tear gas grenades which can be used in the crowd as they progress through it.
4. Evidence should be gathered of intent, identity of leaders, sub-leaders, their plan, how it was executed, and time and place of execution.
 - a. It is important to remember that in times of high excitement and rapidly developing events, officers will find it difficult later to remember incidents in all their details or in proper sequence or to accurately identify the participants.
 - b. Evidence is also necessary to counteract accusations against the police.

- c. The use of motion pictures and still cameras is strongly recommended to keep the most authentic type of record possible. Pictures later bring to light clear evidence of the conduct of the police and of the riot leaders.
- 1) Photograph all principals associated with the demonstration.
 - 2) Photograph general area and crowd, as well as any ensuing action.
 - 3) Photograph any person appearing intoxicated or acting unusual.
 - 4) Photograph all vehicles used in the demonstration.
 - 5) Photograph picket lines to show any infringement on property.
- d. Sound recording equipment is desirable to record statements of the agitators and of the public announcements made by the mayor or police authorities.
5. If possible, concentrate at least two officers on each person to be arrested, thus enabling them to testify as to specific illegal acts by the agitator.
 6. If the demonstrators refuse to obey, the arrests must be made.
 - a. All arrests are made by a relatively small group of officers detailed for this duty.
 - 1) If 200 or 300 are arrested, it will usually involve no more than 20 arresting officers.
 - 2) This group is divided into 4 or 5 officers called "separators."
 - 3) Their duty is to unhook locked arms and legs to remove the arrested person from the group.
 - 4) The officers effecting the separation are actually the arresting officers and testify in court.

- b. The officer may handle the demonstrator in the following manner:
- 1) "You are interfering with the free movement of vehicular/pedestrian traffic and you are engaged in an unlawful assembly." "You are to move from this location." (Wait a few seconds for responsive action).
 - 2) State: "You are to move."
 - 3) Inform the person of the crime he is committing, such as: "If you do not move from this location, a charge of unlawful assembly will be lodged against you."
 - 4) Ask: "Sir, I am ordering you once more to move from this location."
 - 5) Where there is a refusal or non-compliance, then state: "You are now under arrest for unlawful assembly (or other offense involved)." "Will you please walk to the patrol car?"
 - 6) Where there is a refusal or non-compliance, the officer states: "If you do not walk to the patrol car, you will be carried."
 - 7) Wait a few seconds for reaction. If the individual does not comply, state to him: "If you do not walk to the patrol car, you will also be charged with resisting arrest."
 - 8) If the demonstrator still refuses to obey, he should be removed.
 - 9) Bolt cutters should be available in the event the demonstrators chain themselves together or to some other fixed object.
 - 10) As the arresting officers start to move each individual arrestee, they should stop momentarily while an officer with a camera takes a snapshot of the arresting officers and the violator. There will, therefore, be a picture of every person arrested during the demonstration and that picture will portray the officers arresting them. These may be used subsequently for identification.
 - 11) Whenever possible, utilize stretchers to remove demonstrators.
 - a) This eliminates resistance and as he may be strapped to the stretcher, reduces

the number of police required to effectuate the removal, as well as reduces the possibility of injury to both the demonstrator and the police.

- b) This is particularly true if mobile stretchers are used.
 - c) It likewise reduces, if it does not eliminate, the situations which have proven so embarrassing when viewed in press photographs and on television of the removal of a hostile, aggressive and "limp" individual.
- 12) It should be noted that time is not important in making arrests of civil disobedience demonstrators. There should be no haste. However, this would not be the case where looting, sniping, arson, and other similar law breaking activities are occurring.
- c. Each squad should have a supply of arrest cards or emergency arrest report envelopes.
 - 1) These cards or envelopes are pre-printed and space provided for the officer to complete at the first opportunity on each individual arrested.
 - 2) These emergency arrest forms, after completion, should be collected at each arrest center and forwarded to the field command post.
 - d. All persons arrested at the scene will be transported to a prisoner processing location. It may be the command post, staging area or a point predesignated. It may also be a city police station, sheriff's office, or county jail. The prisoner shall be conveyed in a patrol car or other suitable vehicle.

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