

LOS ANGELES POLICE DEPARTMENT

Crowd Control

1850-21954

Expanded Course Outline

Instructional Goal: To provide the student the opportunity to review the policy, procedures, and laws related to public assemblies, crowd management and control and practice the “Mobile Field Force concept” in order to provide a fast and effective method to assemble a platoon-size, tactical force from on-duty personnel.

Performance Objectives: Using lecturette, discussions, learning activities and practical applications the student will demonstrate a working knowledge of:

- Laws, policy and procedures to follow during a crowd management and control situations including mobile field force concepts
- Arrest and Control Tactics: Skirmish line baton techniques, handcuffing and arrest team procedures
- Squad formations
- Squad tactics
- Mobile Tactics
- Mass Arrest procedures
- Demonstrate an understanding of how our Department's guiding value of Reverence for Human Life is the moral and ethical foundation of de-escalation, tactics, reasonable force, and officer safety.
- By the conclusion of the training, students will understand how the application of this training is in keeping with our Department's UOF policy, philosophy and tactical planning.

References: Instructors, facilitators and training supervisors shall ensure that the most current references are utilized

Category IV - Strategic Communications PSP

Minimum Topics/Exercises:

- a. Officer Safety
- b. Escalation Versus De-escalation
- c. Communication Elements
- d. Listening Skills
- e. Questioning Techniques
- f. Persuasion
- g. People with Disabilities
- h. Team Communication During a Critical Incident
- i. Class Exercises/Student Evaluation/Testing

Course Objectives:

1. Demonstrate the basic components of communication skills and techniques.
2. Demonstrate the importance of listening and persuasion skills as they relate to effective strategic communication.
3. Demonstrate the skills needed to communicate effectively.
4. Demonstrate a minimum standard of strategic communication skills with every technique and exercise, to include:
 - a. Officer Safety
 - b. Listening/Persuasion
 - c. Judgment and Decision-Making
 - d. De-escalation, Verbal Commands
 - e. Effectiveness under Stress Conditions

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This course provides current Penal Code Section 835a content

CLASSROOM: Large Group; lecture and discussion

I. CROWD MANAGEMENT AND CONTROL

(15 min)

A. Introduction

1. Instructor(s)
2. Overview of training schedule

B. Crowd Management and Control Philosophy

Procedures: Overview the key concepts as a refresher for the students. Reinforce information during the debrief of each of the rotations.

Overview: Any public assembly of individuals, or groups, be it lawful or unlawful, may require support and or intervention by law enforcement. Depending upon the situation the response or by law enforcement can range from observation and crowd management strategies, to crowd intervention and control strategies. The police response to each assembly or protest is different and will require law enforcement flexibility, creativity, discipline and patience¹

1. Involves integrating and applying multiple strategies for crowd management, intervention and control. It is the responsibility of police officers to ensure the protection of the constitutional rights of the members of the public. The Department must react in a lawful, measured and rapid manner to restore order once situations deteriorate to unlawful or potentially unlawful activity. There are many components and resources available to managing a crowd. It is imperative that all available resources are utilized appropriately.

2. Strategies include:
 - a. Detailed planning
 - b. Community relations **(117c)**
 - c. Coordinating with event organizers
 - d. Department resources

C. Tactical De-Escalation Techniques²

(PSP IV b,g)

1. Definition and purpose
2. Public safety/risk
3. Officer safety
4. Considerations
5. Recognize the role of officers when interacting with a person with a disability.
Applying culturally responsible community policing principles, reducing stigma, increasing and maintaining officer and public safety.

D. Tactical De-Escalation Techniques (PATROL)

(PSP IV a,b,c,d,f,g,h)

1. Planning

¹ Use of Force-Tactics Directive, Crowd Management, Intervention and Control

² Use of Force-Tactics Directive, Tactical De-Escalation Techniques

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2. Assessment
3. Time
4. Redeployment and/or containment
5. Other resources
6. Lines of communication **(PSP IV a,b,c,d,e,f,,h)**
 - a. Maintaining open and effective lines of communications is critically important when managing a potentially dangerous encounter.
 - b. Team communication can improve decision-making under tense circumstances and increase the effectiveness of coordinated actions.
 - c. With subject's/suspect's family, friends, neighbors, witnesses, etc.
 - d. When a subject/suspect sees officers are prepared, well organized, professional, and working as a team, they may be deterred from attempting to flee, fight, or actively resist.
 - e. Communication and coordination between officers are critically important to effective responses in a tense and uncertain encounter.
 - f. Communicating with the subject/suspect may slow down the incident creating time to plan.
 - g. Some tactics that may be used as time and circumstances allow:
 - 1) Verbal warnings
 - 2) Persuasion
 - 3) Defusing
 - 4) Empathy
 - 5) Redirecting
 - 6) Advisements
 - 7) Building rapport
 - 8) Asking open ended questions
 - 9) Giving clear and direct orders
 - 10) Professional vs. Non-Professional vs. Inappropriate language

E. Crowd Management, Crowd Intervention and Crowd Control Overview

1. Crowd Management Strategies
2. Crowd Management Mission and Objectives³
 - a. The primary objectives that must be addressed to accomplish this mission are: (in priority order):
 - 1) Ensure protection of First Amendment Rights
 - 2) Establish contact with the crowd
 - 3) Obtain voluntary compliance with police directives **(PSP IV a)**
 - 4) Minimize enforcement action
3. Crowd Control Mission and Objectives⁴
 - a. The primary objectives that must be addressed to accomplish this mission are
 - 1) Reverence for human life
 - 2) Protect life
 - 3) Restore and maintain order
 - 4) Arrest violators
 - 5) Protect vital facilities

³ Use of Force-Tactics Directive, Crowd Management, Intervention and Control

⁴ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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- 6) Protect property
 4. Crowd Intervention⁵ Strategies
 5. Crowd Intervention Mission and Objectives
 - a. Every effort should be made to protect and facilitate the actions of lawful demonstrators while using intervention techniques to stop illegal activities and remove law violators
 - b. The primary objectives that must be addressed to accomplish this mission are:
 - 1) Isolate unlawful behavior
 - 2) Arrest law violators
 - 3) Protect First Amendment rights
 - 4) Facilitate lawful protests
 6. Crowd Control Strategies
- F. Historical perspectives
1. Past events
 2. Lessons learned
 3. Significant developments
- G. Mobile Field Force (MFF) - Lessons Learned
1. Mobile Field Force evolution
 2. Fast and effective method to assemble and deploy resources
 3. Flexibility and adaptability⁶
- H. MFF for other than crowd management and control
- I. Departments expectations for supervisors
1. Be a leader
 2. Know the mission
 3. Know your command structure
 4. Develop and maintain situational awareness **(PSP IV a)**
 5. Read the crowd and make assessments
 6. Ensure Tactical De-Escalation Techniques are utilized
 7. Define expectations of subordinates
 8. Know the law
 9. Be ready to respond rapidly
 10. Make decisions
 11. Demand personnel discipline
 12. Be accountable for subordinate's actions and language **(PSP IV c)**
 13. Have your equipment
 14. Remember the whole world is watching
 15. Record everything you do
 16. Communicate with event organizers
 17. Make arrests for unlawful activity **(117e)**
 18. Keep plans simple and coordinated
 19. Accommodate the media reasonably and as directed
- J. Supervisory challenges
1. Planning

⁵ Use of Force-Tactics Directive, Crowd Management, Intervention and Control

⁶ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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2. Unity of command
3. Communications
4. Situational Awareness (PSP IV b)
5. Confusion/conflicting Information
6. Neglecting to think ahead
7. Competing priorities/objectives
8. Inability to react quickly-dynamic conditions
9. Time sensitive issues
10. Resources
11. Over-mission tasking
12. Confronting-friction, fog, noise
13. Not allowing think time
14. Media
15. Managing multiple, concurrent incidents

II. PUBLIC ASSEMBLIES⁷ (15 min)

Procedures: Overview the key concepts as a refresher for the students. Reinforce the information during the debriefs of each of the rotations.

- A. Right of Free Speech & Assembly **(117e)**
 1. Under the rights guaranteed by the First Amendment to the United States Constitution, it is not uncommon for large numbers of people to assemble for the purpose of demonstrating their opinions
 2. At such demonstrations, it is the Police Department's obligation to protect individuals' First Amendments rights, maintain order, and protect lives and property
- B. Public Assemblies, marches and rallies don't manage themselves
 1. Monitor
 2. Watch
 3. Facilitate people
 4. Preplanning
- C. Free Speech and Assembly vs. Riots
 1. Lawful Activities
 2. Marches⁸
 3. Unlawful Activities
- D. Unlawful Assembly
 1. It is vitally important for supervisors and officers to understand the definition of an unlawful assembly. The decision to escalate Department response from crowd management strategies to crowd control tactics must be based on the ability to observe and articulate the existence of an unlawful assembly⁹
 2. During the course of a march, demonstration, protest, rally or other First Amendment protected activity, officers may observe behavior by individuals which constitutes unlawful conduct. The unlawful behavior of individuals, or unlawful conducted observed in an isolated incident, should not automatically form the basis for declaring and otherwise lawful assembly unlawful.

⁷ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

⁸ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

⁹ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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3. Unlawful Assembly defined in 407 PC
 - a. Two or more persons assemble
 - b. To do an unlawful act or
 - c. To do a lawful act in a violent, boisterous or tumultuous manner
 - 1) Courts have added the requirement that the manner in which the assembled persons are acting must be itself violent, or pose a clear and present danger of imminent violence
 - 2) A demonstration that disturbs peaceful enjoyment of property through noisy singing and chanting is not an unlawful assembly unless it also poses the threat of clear and present danger of imminent violence¹⁰
- E. Boisterous and Tumultuous
 1. Gathering lawfully but in a manner in which the persons are acting must be violent, boisterous, & tumultuous
 2. Conduct which poses a clear & present danger of imminent violence
 3. A demonstration that disturbs peaceful enjoyment of property through noisy singing and chanting is not an unlawful assembly unless it also poses the threat of clear and present danger of imminent violence¹¹
- F. Unlawful act is defined as
 1. An act which violates a law or statute Penal Code, Vehicle Code, Municipal Code, etc.
 2. If the persons are assembled to do that unlawful act , then they are an unlawful assembly¹²
- G. Disturbing the peace is defined in 415 PC
 1. Any person who unlawfully fights in a public place or challenges another person in a public place to fight
 2. Any person who maliciously and willfully disturbs another person by loud and unreasonable noise.
 3. Any person who uses offensive words in a public place which are inherently likely to provoke an immediate violent reaction
- H. Government can't prohibit Speech unless **(117e)**
 1. Speech is directed to inciting or producing imminent lawless action, and likely to incite or produce such action
 2. Speech that stirs passions, resentment or anger is fully protected by the First Amendment
- I. Assemblies maybe dispersed when:
 1. Violent or pose a clear & present danger of violence, or
 2. Violating some other law in the process
- J. Basic Principles¹³
 1. Right to free speech has limits
 2. Government may impose restrictions on the assembly
 - a. Time
 - b. Place

¹⁰ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

¹¹ Use of Force-Tactics Directive, Crowd Management Intervention and Control

¹² Use of Force-Tactics Directive, Crowd Management Intervention and Control

¹³ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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- c. Manner
 3. Government may not impose restrictions
 - a. Based on content
 - b. Narrowly tailored activities
 - c. Leave open alternatives
 4. Permitted vs non-permitted
 5. Officers must not be affected by the content of the opinions being expressed nor by the affiliation(s) of anyone exercising lawful rights
- K. General Principles of Crowd Management¹⁴
 1. Ensure protection of first amendment rights
 2. Establish contact with the crowd
 3. Control of personnel
 4. Separate opposing factions
 5. Gather intelligence
 6. Knowledge of previous events
 7. Alternate location for assembly
- L. General Principles of Crowd Control¹⁵
 1. Rapid mobilization and deployment of police resources
 2. Contain and Isolate
 3. Secure critical or sensitive locations
 4. Arrest, disperse and discourage disorderly groups
 5. Provide protection to City agencies or utilities
 6. Return to normalcy
- M. Spirit of the Law vs. Letter of the Law
 1. When practical, give the crowd the opportunity to comply with orders and allow the demonstration to continue
 2. This is law enforcement's biggest challenge
- N. Individual unlawful acts vs. Group conduct
 1. Critical mass
 2. Traditionally there are antagonists in the crowd trying to disrupt the assembly
 3. Continue to adjust to let activity continue
- O. Removal of disruptive person from the crowd
 1. Factors to consider prior to sending a team into the crowd to detain the disruptive person
 2. Tactics to isolate/defeat individual without inciting the crowd
 3. Offenders have tactics that they utilize
 - a. Officers must constantly develop new tactics to overcome the offender's tactics
 - b. Contact the organizers of the event **(117c)**
 - c. Develop a liaison with the event organizer
- P. 409 P.C. defined: Remaining present.
 1. Every person remaining present

¹⁴ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

¹⁵ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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2. At place of riot, rout or unlawful assembly after being warned to disperse is
3. Guilty of a misdemeanor
4. Except: public officers and persons assisting them¹⁶

Q. Dispersal Orders¹⁷ Declaration

1. Whenever an officer forms the opinion, based on reasonable and articulate facts, that an unlawful assembly exists, a dispersal order shall be given
2. The intent of a dispersal order is to permanently disperse a crowd, not to merely relocate the problem to another location. It should be made clear that the crowd is expected to break up and immediately leave the area, preferably going home to their respective residence
3. An order to disperse shall be given in a manner reasonably calculated to be heard by the entire crowd under the circumstances
4. When it is known that some members of the crowd do not understand English, an effort should be made to give the order to disperse both in English and the other language(s) **(117c)**
5. The following factors should be considered when issuing a dispersal order:
 - a. Use of an amplified loudspeaker system to issue the order from several directions
 - b. If possible, send officer to the far side of the crowd to tape record the order and ensure that it can be heard
 - c. If circumstances permit (absence of serious violence), the order shall be made repeatedly over a period of time and if necessary, from a variety of locations
 - d. The order must include an adequate period of time to disperse and a clear and safe route to disperse
 - e. Videotape
 - f. Signage
 - g. Repeat multiple times
 - h. Techniques used to issue the order
6. The goal is to obtain voluntary compliance with the dispersal order **(PSP IV a)**

R. 416 P.C. defined: Refusing to disperse

1. If two or more persons assemble for the purpose of disturbing the peace, or committing any unlawful act, and
2. Do not disperse on being commanded to do so by a public officer, the persons so offending are severally guilty of a misdemeanor¹⁸

III. COMMUNICATE WITH THE MEDIA

(5 min)

Procedures: Overview the key concepts as a refresher for the students. Reinforce the information during the debriefs of each of the rotations.

A. Why is it important to have a free media?

1. Disseminate information
2. Hold government accountable
3. Not control by the government
4. Hold all accountable
5. Balance for a free society

¹⁶ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

¹⁷ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

¹⁸ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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B. Media

1. Has the constitutional right without interfering with police operations, to cover events involving criminal incidents terrorism, natural disasters, explosions, fires, earthquakes and public assemblies
2. To the extent reasonably possible, LAPD will take efforts to accommodate the right of the media to report these events by providing a viewing area

C. Authority to close an area defined 409.5(a) P.C.

1. Whenever a menace to the public health or safety is created by a calamity such as a flood, storm, fire, earthquake, explosion, accident or disaster
2. Nothing in this section shall prevent a duly authorized representative of any news service, newspaper, or radio station or television network from entering the closed areas

D. AL CRESPO v. CITY OF LOS ANGELES, FEDERAL CASE NO. CV 00-08869

1. Under the rights guaranteed by the First Amendment of the United States Constitution, it is not uncommon for large numbers of people to assemble for the purpose of demonstrating their opinions.
2. At such demonstrations, it is the Police Department's obligation to protect individuals' First Amendment rights, maintain order, and protect lives and property. Occasionally, demonstrations become unlawful.
3. In such circumstances, pursuant to California Penal Code, sections 407 and 409, an assembly may be declared unlawful, and all persons present, except members of the news media, may be lawfully ordered to disperse. The law provides that police officers may use reasonable force to disperse an unlawful assembly and to effect the arrest of law violators. Senate Bill 98 (effective Jan 1, 2022) created 409.7 PC which allows media to stay in the closed area of demonstration or protest.
4. The Department's Use of Force Policy applies to such actions. **(117e)**
5. The Department's policies concerning interaction with the news media are described in the relevant provisions in Volume 1 of the Department Manual, the Department's Emergency Operations Guide, and the Department's Media Guide.
6. When the LAPD develops an Operations Plan for an event that involves a public assembly, LAPD, where practicable, will designate an area outside of the impacted area, but within reasonable viewing distance and audible range of the event in which members of the media may assemble.
7. To the extent possible, the LAPD will try to prevent the news media viewing area from becoming part of any area impacted by an unlawful assembly declaration and order to disperse.
8. The risk of continued coverage by the news media after an event has been declared an unlawful assembly, remains the responsibility of each individual reporter making the decision.
9. The selection of a news media viewing area will take into consideration public and officer safety, police tactics, input provided by the news media, if any, and the ability of the Department to prevent the location from becoming part of the impacted area. The final selection of the viewing location will be made by the IC.

Note: This should be a point of discussion when planning a push with the IC.

- a. If due to changing conditions the initial area no longer affords the news media a reasonable view of the event or becomes a tactical concern for the IC, the IC will relocate the news media area.

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- b. This will be done to the extent reasonable possible without compromising police tactics or public safety.
 - c. The Department IC will designate an information officer, or multiple information officers to be the media team, as part of the Incident Command System in order to facilitate interaction with the news media.
 - d. The Information Officer will be clearly identified at the scene. Also after declaring an unlawful assembly, Department personnel will designate a dispersal route for all persons present, excluding the news media, to use when evacuating the area
 - e. The Department understands that a well informed public is essential to the existence of a democratic society. The members of the media provide vital information to the public, and the Department has an obligation, within legal limits, to accommodate the media as they perform this task.
- E. Senate Bill 98 – Media Access during public demonstrations – Effective January 1, 2022
- 1. Intent to achieve parity with CA Penal Code 409.5
 - 2. Media access to emergency field command posts, police line, or rolling closure
 - 3. Police cannot intentionally assault, interfere, or obstruct members of the media
 - 4. Members of the media cannot be cited or arrested for failing to disperse, but subject to arrest for other crimes
 - 5. Arrests for 148 PC
 - 6. A detained member of the media shall have ability to talk to a Department supervisor if so requested.
 - 7. What is duly authorized member of the media?
 - 8. LAPD still issues News Media Identification cards (press passes), although not required to be recognized as a member of the media.

IV. MOBILE FIELD FORCE MISSION AND OBJECTIVES

(15 min)

Procedures: Overview the key concepts as a refresher for the students. Reinforce the information during the debriefs of each of the rotations.

- A. Mission Objectives: Each individual member must understand the objectives and know that the foundation of these objectives is based in protecting the community
 - 1. Crowd
 - 2. By-standers
 - 3. Media
 - 4. Officers
 - 5. Other City entities
- B. Specific event mission objectives must be clear and defined
 - 1. Must be clearly communicated
- C. Balanced Approach to the Event
 - 1. Keep the peace
 - 2. Protect right to assemble
 - 3. Protect from unlawful activities
 - 4. Protect property
 - 5. Fair and impartial
 - 6. Neutral

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D. The World is Watching

1. Conduct¹⁹

- a. Know the law, the policy and the procedure
- b. Think, act, and be “professional” at all times **(PSP IV c)**

- c. Distinguish clearly between participants to be arrested and innocent onlookers
- d. Be tolerant of verbal abuse. Crowds may attempt to provoke, lure or bait officers. Officers should not respond. **(PSP IV b)**

- e. Know your personal strengths and weaknesses

2. Management Principle

- a. The Public Are the Police **(117c)**

- b. The police at all times should maintain a relationship with the public that gives reality to the historic tradition that police are the public and the public are the police, the police are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare²⁰

E. Procedural Justice²¹

- 1. When community members perceive the justice system and process is fair they are more likely to comply and to obey laws

- 2. Utilizing the four tenets of Procedural Justice increases the likelihood that community members perceive fair treatment

- a. Respect
- b. Voice
- c. Neutrality
- d. Trustworthiness

- 3. Community members are less likely to file complaints when they see the process is fair and impartial

- 4. Perceived fairness is key point involving procedural justice.

- a. Respect for people, by demonstrating respect for others, we will earn respect for the Los Angeles Police Department²² **(117c)**

- b. Treat everyone as you would want your family to be treated **(PSP IV d,g)**
 - 1) Listening skills
 - 2) People with disabilities

- c. All parties are treated with dignity and respect

- d. Community members’ voices should be heard

- e. Be as friendly as the situation permits

- f. Recognize cues that a person may have a disability

- g. Be tolerant of verbal abuse

(PSP IV a)

- h. Maintain composure

(PSP IV c)

- i. Utilize verbal persuasion techniques to generate voluntary compliance

(PSP IV c,f)

- j. Be aware of the indirect or implied messages that your behavior maybe sending

- k. Ensure you maintain neutrality and your decisions are unbiased and trustworthy.

¹⁹LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

²⁰Department Manual, 1/115.35, Public are the Police

²¹ Training Bulletin, Contacts with the Public- Part II Procedural Justice

²² Department Manual, 1/110.50, Core Value: Respect for People

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- l. In order to obtain the community's trust, decisions should be sincere and honest about the basis for the actions
 - m. Understand how decisions are made between officers and the community
 - n. Take a genuine interest and empathize with the individual(s) and the situation
 - o. Perception is everything **(PSP IV c,d)**
 - 5. Implementation Strategies
 - p. Humanize the experience
 - q. Explain what you are doing and why you are doing it
 - r. Create dialogue for community members to be heard
 - s. Be objective and reasonable in making decisions
- F Effective and Appropriate Use of Resources²³
 - 1. Helicopters
 - a. Shall operate at reasonable altitudes so as to avoid disruption of the First Amendment protected activities
 - b. I/C will coordinate with event organizers to help avoid over flights during keynote speaker presentations
 - c. This action is not intended to prevent LAPD helicopters from response to emergent situations
 - 2. Motorcycles/Bicycles/Motor Vehicles
 - a. May be used for the purpose of observation, visible deterrence, traffic control, transportation and area control during a crowd event
 - b. When used at the back of a march, they should maintain a reasonably safe distance behind the marchers
 - c. LAPD personnel will not utilize motorcycles, bicycles or motor vehicles to strike assembled demonstrators/marchers as a method for crowd control or crowd dispersal
 - 3. Mounted Unit
 - a. Able to move large groups with a relatively small number of horses
 - b. Move crowd with zero to minimal force
 - c. Mounted officers have a clear view above the crowd
 - d. Minimizing the "Accordion Effect"

V. GROUP/CROWD DYNAMICS

(15 min)

Procedures: Overview the key concepts as a refresher for the students. Reinforce the information during the debriefs of each of the rotations.

- A. Experience and studies have shown that crowds are frequently not anonymous gatherings of strangers. They are more likely to consist of groups of known people
 - 1. Peaceful demonstration maybe used by antagonist to further a specific agenda
 - 2. Outsiders may try to incite the peaceful group
- B. All groups have the potential to become involved in identifiable behavior
 - 1. Casual
 - 2. Conventional/Expressive
 - 3. Hostile/Aggressive
 - 4. Riot/Mob
- C. External factors effecting crowd behavior

²³ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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1. Weather
 2. Alcohol
 3. Police presence
 4. Fire
 5. Horses²⁴
 6. Agitators/actors
- D. Psychological influences involving crowd behavior
1. Anonymity
 2. Impersonal
 3. Collective behavior
 4. Suggestion/imitation
- E. Types of groups
1. Fragments of various groups may cluster together
 2. Groups may be supportive to increase size of demonstration **(117c)**
- F. Imperative to be prepared for all types of groups and assemblies; you can be in command but not in control
1. Document the entire planning phase in chronological order
 2. Preplanning and communicating with the organizers is imperative and should continue through the preparatory phase **(PSP IV c)**
 3. Be prepared to modify plan if expected number of attendees change
 4. Need to prepare for mass demonstration that may turn destructive and violent
 5. Based on the expected participants' actions
 6. Flexibility of the police
 7. Consider the perception of the community
 8. Visibility should be at lowest level with additional resource in ready reserve
- G. Dynamic Conditions
1. Crowds change fast
 2. Incident Commander (I/C) and platoon leaders need to have 'eyes on' the crowd **(PSP IV a)**
 3. Have resources stacked/prepared
 4. Utilize outside human relations resources **(117c)** **(PSP IV c)**
 5. Planning
 6. Crowds do not manage themselves
 - a. Define an area where it is safe for them to be
 - b. Barriers/tape
 - c. Noise levels in public demonstrations
 - d. Communicate with the Crowd **(PSP IV c,d)**
 - e. The content of your communications should help, not hurt you, if captured on video **(PSP IV c)**
 7. Communication
 - a. Maintaining open and effective lines of communications with the suspect(s) is critically important when managing a potentially dangerous encounter.
 - b. Communications between officers can improve decision-making under tense circumstances and increase the effectiveness of coordinated actions.

²⁴ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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- c. When a suspect sees officers are prepared, well organized, professional, and working as a team, he/she may be deterred from attempting to flee, fight, or actively resist.
 - d. Communication and coordination between officers is critically important to respond effectively in a tense and uncertain encounter.
 - e. Meet and greet persons of interest; questioning techniques **(PSP IV e)**
 - f. Establish contact with the crowd
 - 1) An otherwise peaceful group can be aroused by inappropriate police conduct, such as individual officers engaging in verbal disputes with individual crowd members or by showing contempt for the crowd or its beliefs.²⁵
 - g. Obtain voluntary compliance with police directives **(PSP IV a)**
 - 8. Economy of force
- H. Tactical Decision Making
- 1. Visualize
 - 2. Describe
 - 3. Direct

VI. DOCUMENTATION (117d)

(15 min)

Procedures: Overview the key concepts as a refresher for the students. Reinforce the information during the debriefs of each of the rotations.

- A. Platoon officer in charge (OIC) should ensure there is verbal documentation on the police radio
 - 1. Paint a picture as the event unfolds
 - 2. Dispersal order
 - 3. The initiation of skirmish line movements
 - 4. Verbalization of the hostility toward the officers
 - 5. Video documentation using TV, Photo and Body Worn Video
 - 6. Use of sound amplification equipment (bullhorn, sound unit)
- B. Supervisors shall document all uses of force and uses of kinetic energy projectiles **(65, 68)**
 - 1. Non Categorical Use of Force Report, Level III (form 01.67.05 revised 01/06/2023)
 - 2. In the event of an isolated incident(s) then a separate use of force report(s) is required by an uninvolved supervisor, use appropriate category and level number.
- C. Collect evidence
 - 1. Photographs
 - 2. Video Log
- D. Document all injuries
 - 1. Officer
 - 2. Suspects
 - 3. Victims
 - 4. Community Members
- E. Debrief

²⁵ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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1. Debrief of the event must be open and honest
2. Identify what could have been done better
3. What will be changed for the next event
4. The results of the Debrief are included in the ICS documentation

VII. USE OF FORCE (117d,e)

(15 min)

Procedures: Overview the key concepts as a refresher for the students. Reinforce the information during the debriefs of each of the rotations.

- A. Reverence for Human Life
 1. The Department's guiding value
 2. It is the moral and ethical foundation of de-escalation, tactics, reasonable force, and officer safety
- B. There is no exception to the law or policy regarding the application of use of force during crowd control situations
 - The exception applies only to the reporting time frame of the Non-Categorical Use of Force (without delay).
- C. Fourth Amendment and CA Penal Code section 835a
 1. Fourth Amendment²⁶
 2. Objective Reasonableness Standard²⁷
 3. 835a PC is consistent with, and in support of, the Fourth Amendment²⁸
- D. Use of Force Policy, applying objective reasonableness standard and reporting use of force during crowd control situations
 1. According to the department manual, a use of force is defined as an incident in which any on-duty department employee, or off-duty employee whose occupation as a department employee is a factor, uses a non-lethal control device or any physical force to:
 - a. Compel a person to comply with the employee's lawful directions
 - b. Defend themselves or defend others
 - c. Effect an arrest or a detention
 - d. Prevent escape
 - e. Overcome resistance
 - f. Reporting²⁹
 2. Use of Force Defined³⁰
 - a. Policy and Definitions
 - b. Use of Force -Deadly force
 - c. Tactical De-Escalation Techniques:
 - 1) The use of techniques to reduce the intensity of an encounter with a suspect; AND, **(PSP IV b,c,f)**
 - 2) Enable an officer to have additional options to gain voluntary compliance; OR
 - 3) Mitigate the need to use a higher level of force
 - 4) All while maintaining control of the situation

²⁶ POST Basic Course Workbook, LD 15, Laws of Arrest

²⁷ US Supreme Court, *Graham v Connor* 490U.S. 386(1989)

²⁸ California Penal Code Section 835(a)PC, Effecting Arrest; Resistance

²⁹ Department Manual, 4/245.05, Reportable Non-Categorical Use of Force Incidents

³⁰ Department Manual, 1/556.10, Policy on the Use of Force

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- 5) Tactical de-escalation DOES NOT require that an officer compromise safety or increase the risk of physical harm to the public.
 - 6) Tactical de-escalation techniques should only be used when it is safe and prudent to do so.
 - d. Proportionality
 - e. Fair and unbiased policing
 - f. Drawing or exhibiting firearms
 - g. Rendering aid
 - h. Requirement to report potential excessive force
 - i. Requirement to intercede when excessive force is observed
 - j. Vulnerable populations
3. Objective reasonable standard to evaluate force used by officers in the course of their duties
- a. Force used by an officer during the course of their duties will be evaluated based upon the Objectively Reasonable standard as established in the Supreme Court Case *Graham v Connor* (490 US 386[1989])
 - 1) Some factors to consider include:
 - a) Time available to officer to make decisions
 - b) The number of officers vs. the number of suspects
 - c) The proximity of potential weapons
 - d) The age, size, relative strength of the officer vs. the suspect's
 - e) Special knowledge or skills possessed by the suspect
 - f) Officer skill level
 - g) Officer injury / exhaustion
 - h) Suspect's mental state: mental illness? drug use?
 - i) Officer's knowledge as a result of prior contact with suspect
 - j) Risk of escape
 - k) Possible environmental factors
 - b. There are no exceptions to when an officer is authorized to use force during a crowd control situation
 - 1) Only objectively reasonable force may be used to overcome resistance, effect control, gain compliance, or to protect self or others
 - 2) Verbalization should be used throughout the duration of the operation with the purpose to gain compliance and reduce the necessity for further use of force **(PSP IV b,c,f)**
 - 3) The Baton may be used to push or as an impact device but only to gain compliance
 - c. Amount of force used must be reasonable based on the suspect behavior
- E. Deployment of Less Lethal Weapons
1. Assembly Bill 48 – Penal Code 13652
 - a. Less-Lethal munitions are categorized as “Kinectic Energy Projectiles” (KEPs) and chemical agents
 - b. All officers utilizing any of these weapons must be trained according to POST policy and procedure. Those not trained and certified shall not be assigned to utilize less lethal
 - c. Deployed only to defend against a threat to life or serious bodily injury to any individual, including a peace officer, or to bring an objectively dangerous and unlawful situation safely and effectively under control
 2. KEPs deployment situations/criteria

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- a. De-Escalation efforts have failed
 - b. Multiple announcements given announcing intent to use Kinetic Energy Projectiles or Chemical Agents
 - c. Given time to leave and disperse
 - d. Effort to remove persons involved in violent acts
 - e. Not deployed indiscriminately into crowd
 - f. Deployment only proportional to the threat and objectively reasonable
 - g. Minimize impact on medical personnel, journalists, and unintended targets
 - h. Attempt efforts to extract person in distress
 - i. Promptly request medical assistance or provide medical aid when it is reasonable and safe to do so
 - j. Not aimed at head, neck, or vital organs
 - k. Not deployed solely for violation of curfew, verbal threats, or non-compliance with law enforcement directives
- F. KEPs for Target Specific/Non Direct Impact
1. Department approved multi foam rubber projectile with Incident Commander approval
 2. Chemical Agents³¹
- G. KEPs for Target Specific/Direct Impact
1. 40mm exact impact sponge munitions
- H. Assembly Bill 48 – Penal Code 13652.1
1. Law Enforcement agency shall within 60 days of each incident publish a summary of Less Lethal on their website
 - a. Can extend for a period of 30 days, but no longer than 90 days from the time of the incident
 2. The report will contain:
 - a. Description of the assembly, protest, demonstration or incident
 - b. Crowd size
 - c. Number of officers involved
 - d. Type of Less Lethal deployed
 - e. Number of rounds or quantity of Chemical Agent
 - f. Justification for the use of Less Lethal
 - 1) De-escalation tactics or other measures taken to de-escalate tension and avoid necessity to use Less Lethal
 3. DOJ shall post on its website a compiled list linking each law enforcement agency's reports

VIII. REVIEW OF SQUAD FORMATIONS

(10 min)

- A. Squad formation overview
1. Pre-deployment
Squad formation and crowd management and control tactics
 2. Briefing points
 - a) Use of force policy
 - b) Use of the baton
 - c) Specialized munitions
 3. Passive Arrest Teams

³¹ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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- a. Passive protestors used as shields
4. Arrest circle
 - a. Lasers
5. Skirmish line relief tactics
6. Split skirmish line for separating opposing crowds

IX. REVIEW OF MOBILE FIELD FORCE CONFIGURATION

(10 min)

A. Mobile Field Force concept

1. The appearance of an organized, highly disciplined contingent of police officer will often cause a disorderly group to abandon their disruptive activities. Experience dictates that whenever an event has the potential for mass civil disobedience, the Department must include among its response resources, a highly mobile rapid deployment force capable of fulfilling a variety of tactical missions, including mass arrest and bookings. A focused and directed approach contributes to resolving the problem in the most expedient manner possible. The orderly deployment of available on-duty personnel ensures the effective use of Department resources
2. Personnel configuration
3. Vehicles and equipment

B. Review of Mobile Tactics

1. Mobile tactics
2. In-trail driving
3. Policies related to vehicle operations apply during MFF
4. Configuration
5. Vehicle stacking/parking/security
 - a. Drivers stay w vehicles
 - b. Vehicles never left unsecured
 - c. Vehicle positioning when parked
 - d. Use of transit vans
6. Tactical vehicle rescue

C. Review of Commands

1. All commands should be delivered with a 'preparatory' and 'command of execution' (ie: "Forward"... "Move")
2. Squad formations
3. Mobile tactics
4. Tactical rescue
5. Vehicle formations

D. Caravan Looting Convoy Stops

1. MFF squad
2. Identify vehicles
3. Conduct stops
4. Containment

X. SAFETY BRIEF

(5 min)

A. Safety Guidelines Overview

1. Conduct safety brief³²

³² CA POST EDI, Crowd Control 1850-21954, Safety Policy

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2. Overview Safety Plan: Illness and Injury Prevention Program (IIPP)
2. Remind students that during the Practical Application portion
 - a. No live weapon or ammunition in the training area
 - b. No OC spray
3. **NOTE:** Students participating in scenario training shall be required to be on full duty status.
4. A pre-training inspection shall be conducted to ensure that students brought the correct clothing and equipment. This inspection will also provide an opportunity to check for the presence of watches, rings, necklaces, earrings and other jewelry which may cause injury.
5. Clothing worn for physical training should allow for flexibility of movement. Students wearing glasses should use shatter resistant lenses and eyeglass retainers (or remove them if possible).
6. A safety check of all weapons used in scenario training shall be conducted not only prior to training, but also following any break in training, or when students or role players have been allowed to leave the training site. Inert training weapons shall be used.
7. Instructors shall maintain an appropriate level of discipline over students at all times.

XI. SQUAD FORMATIONS PRACTICAL APPLICATION ROTATIONS

(3 Hours)

A. Learning activity rotation

Procedures: Small group activity- rotations

1. Activity leader assigns the students to 4 groups, if possible, in work teams
2. Instructor to student ratio should be 1 to 12 (squad size)
3. The groups should be based on squad and platoon size
4. Each group is assigned to report to a different location
5. Baton review
6. Squad formations and tactics review
7. Debrief the key points

B. Baton Review:

1. Batons should not be used against members of the crowd attempting to disperse, persons unable to move because of the press of the crowd; or persons otherwise posing no imminent threat to the officers or other persons
2. Batons may be displayed or used in a pushing motion when used as a justified and authorized crowd management techniques
3. The baton may be used to push individuals who intentionally delay dispersal subsequent to a lawful order to disperse
4. When an individual's behavior is threatening or violent in nature, the baton may be used as an impact devise in accordance with Department policy
5. The reasonableness of any use of force must be determined on the basis of all the observable facts and circumstances know to the officer at the time the decision to use force is made, including the behavior of the individual/group against whom the force is directed³³

Procedures: Skirmish line baton techniques- demonstration and drills

1. An activity leader and a specialty certified instructor will be assigned to each location
2. Principals of balance, stance and power
3. Baton strikes and target areas

³³ LAPD Emergency Operations Guide, Guidelines for Crowd Management and Crowd Control

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4. Instructor demonstrates the basic baton techniques
5. Students practice techniques with bags
6. Instructor demonstrates baton retention techniques
7. Students practice each of the techniques

C. Squad formation rotation:

Procedures: Squad formation- Demonstration and drills

1. Instructor in the role of the squad leader will demonstrate the verbal commands and hand signals for each of the following squad formations
2. The students in the role of the squad members will respond to the commands
3. The instructor will continue in the role of the squad leader until the students can proficiently and quickly respond to the commands
4. The instructor selects a supervisor from the students to take on the role of the squad leader. If there are no supervisors in the group, the senior officer present will be assigned the role of squad leader.
5. Ensure all supervisors present are rotated into the the position of squad leader

XII. ARREST PROCEDURES AND MOBILE TACTICS PRACTICAL APPLICATION (1.5 Hours)

A. Learning activity rotation directions

Procedures: Small group activity- 2 rotations

1. Groups remain in same squad formation from the morning session
2. Instructor to student ratio should be 1 to 12 (squad size)
3. There will be two locations that have vehicles for mobile tactics
4. In the first rotation 2 squads will conduct mobile tactics and 2 squads will participate in mass arrest procedures
5. Mass Arrest Procedures rotation
 - a. Surgical arrest methods
 - b. Mass arrest methods
 - c. Passive arrestee
 - d. Arrest link
6. Mobile tactics rotation
 - a. Formations
 - b. Communication: officer to subject/suspect
 - c. Communication elements
 - d. Professional conduct
 - e. Officer safety
7. Debrief the key points related to these 2 practical applications prior to rotating.

B. Mass arrest procedure rotation

Procedures: Large group activity

1. Law enforcement must be prepared for a variety of obstacles that protestors may employ during demonstrations
2. In order to be successful, the first priority should be to isolate the obstacle from the remainder of the crowd
3. Once the standing protestors are arrested or isolated it is safe to begin mass arrest techniques on the sit-down protestors

C. Mobile tactics rotation

Procedures: Large group activity

1. Mobile Tactics

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2. An activity leader and a specialty certified instructor will be assigned to the scenario location
3. A group will act in the role of officers
 - a. Demonstrate appropriate driving skills
 - b. Backing/parking
 - c. In-Trail
 - d. On-Line
 - e. Demonstrate appropriate use of baton
 - f. Weapon retention
 - g. Use of force considerations
 - h. Verbal commands **(PSP IV a, b, c, i)**
4. A group will act in the role of the crowd
5. The drills are designed to be low-key, coach the teams through their mistakes and demonstrate appropriate behaviors
6. The officers will rotate into the different roles so all students will have an opportunity to participate in the different roles
7. Officers Instructions
 - a. Officers will respond to the commands of the squad leader
 - b. Officers will perform the necessary techniques to resolve the assigned scenario
 - c. Officer will drive to the location as advised by the I/C
 - d. Officer will utilize defensive driving
 - e. Respond appropriately at intersections
 - f. Backing and parking in MFF formations
 - g. Officers DO NOT physically engage the Crowd with the use of force
 - h. All officers will act as safety officers and will STOP the training if they observe any safety violations
8. Crowd Instructions
 - a. Act in a loud and disruptive manner
 - b. DO NOT physically engage in use of force on the Officers
 - c. If the officers perform the techniques appropriately respond to their directions
 - d. All role players will act as safety officers and will STOP the training if they observe any safety violations
9. At the conclusion of the scenario the students will change roles and a new incident commander will be chosen.
10. Provide to the incident commander the necessary equipment and the exact count of the officer in the group.
11. In addition to the equipment advise the Incident Commander (IC) of one of the scenarios.
12. Advise the IC to develop a mission and plan to manage the incident
13. Advise the IC to request the resource that they believe would resolve the incident and communications will advise if they are available
14. At the conclusion of each phase the activity leader should debrief the incident
15. Utilize the material that was presented in the block of instruction to debrief each drill upon completion

XIII. FIELD TRAINING EXERCISE

(1 Hour)
(PSP IV b,c,i)

Procedures: Large group: Rotate roles of officers/crowd by conducting two scenarios

A. Course debrief

1. The course coordinator conducts a debrief of the entire block of training

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2. Ensure to reinforce the key learning points
 - a. Stress the importance of leadership and decision making
 - b. Understand the basic concepts of Mobile Field Force (MFF)
 - c. Know your role for the various MFF tactics
 - d. Work as a team “squad integrity”
 - e. Use of effective communication skills **(PSP IV c)**
 - f. Understand the use of force policy as it pertains to MFF tactics **(PSP IV b)**
 - g. Understand the laws that pertain to crowd control and the right to demonstrate
 - h. Ensure officers understand and how to utilize Tactical De-Escalation techniques

XIV. PREPARATION, DEPLOYMENT AND SUPERVISION

(10 min)

- A. Your deployed officers/ platoons must be prepared to be subjected to:
 1. Chaos, noise and verbal
 2. Provocation
 3. Frustration
 4. Intimidation
- B. Officers must:
 1. Be confident and disciplined
 2. Know their equipment availability
 3. How to handle those in the crowd who do not respond to verbal directions³⁴
 4. Understand how to use the baton to push individuals who do not respond to command to disperse
 5. Understand how to use the baton as an impact weapon depending upon the degree of active resistance or combative behavior demonstrated by the crowd
- C. Intel Resources
 1. Types available and maybe utilized during the event
 2. Barriers
- D. Declaration of unlawful assembly and dispersal order³⁵

“I am (rank and name), a police officer for the City of Los Angeles. I hereby declare this to be an unlawful assembly and, in the name of the people of the State of California, command all those assembled at (give specific location,) to immediately disperse, which means to break up this assembly. If you do not do so, you may be arrested or subject to other police action. Other police action may include the use of kinetic energy projectiles, which could cause significant risk of serious injury to those who remain. Section 409 of the Penal Code prohibits remaining present at an unlawful assembly. If you remain in the area, which was just described, regardless of your purpose in remaining, you will be in violation of Section 409. The following routes of dispersal are available: (give the most convenient route (s) of dispersal.) You have (a reasonable amount of time) to disperse.”

XV. PLANNING AND ORGANIZING FOR CROWD CONTROL

(10 min)

- A. Planning
 1. Know the purpose of the group
 2. Know the objects and past history of the venue
 3. Know who you are working for
 4. What is your mission (priorities will come later)
 5. Meet with the event organizers during the planning (when possible)

³⁴ Use of Force-Tactical Directive, Crowd Management Intervention and Control

³⁵ Use of Force-Tactical Directive, Crowd Management Intervention and Control

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6. Meet with all involved law enforcement and government entities
7. Meet with the community and media prior to the event
8. Know the law, Department UOF policy
 - a. Unlawful assembly
 - b. Dispersal orders
 - c. Use of kinetic energy projectiles **(68)**
 - d. Documentation requirements
 - e. Media placement³⁶
9. Clearly identify what needs to be done to set the foundation for a successful event

B. Liaison

1. Identify who should hold the position of liaison for the specific event
2. Qualities of an effective liaison

C. Resources

1. Identify the internal Metro personnel resources you will need to accomplish the mission
2. Identify the external Department resources you may interact with and meet with them prior to the event

D. Training

1. Law
2. UOF Standard was set in the Supreme court case *Graham v Connor*
3. Be physically fit
4. Be mentally disciplined during chaos, noise and verbal abuse
5. Be tactically knowledgeable: equipment, commands, maneuvers

E. Leadership Principles

1. In a spontaneous event any officer may be responsible for acting in the role of a supervisor
7. A properly trained supervisor can resolve difficult situations
8. The role of a leader is to motivate and inspire
9. Training equals confidence and the ability to get the job done

F. 835a PC is consistent with, and in support of, the Fourth Amendment **(117e)**

1. Know when force can be used
2. Reasonable cause
3. Reasonable force

XVI. COMMAND AND CONTROL

(10 min)

A. Supervision

1. Pre-designated Code-A location
2. Meet with the I/C and other MFF leaders
3. Identify the mission and objectives
4. Establish priorities
5. Develop a tactical plan
6. Discuss the tactical plan with the I/C and other tactical leaders including squad leaders
7. Appropriate and sufficient resources for the mission

³⁶ *Crespo vs. City of Los Angeles* (2000)

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8. Clear on dispersal vs. arrest posture
 9. Have a dispersal plan and an arrest plan
 10. Be clear on hostile vs. aggressive/non-compliant crowd tactics
 11. Have a flexible plan
 12. Have a plan to isolate trouble makers
 13. Know who is in the crowd
 14. Direction must be given by the platoon OIC
 15. Facilitate movement by squad leaders
 16. Give commands for less lethal operators, squad movements less-lethal (after approval by Platoon leader via the I/C)
 17. Squad leaders have ultimate responsibility for control of movement, use of force and less-lethal deployments
 18. Squad integrity
 19. Linebackers responsibility
 20. Motorcycles/Bicycles³⁷
- B. Use of Force (during civil disorder/crowd control situations)
1. All Categorical Uses of Force during a crowd control situation require Department policy to be followed
 2. Definition of a Non-categorical Use of Force Level III
 3. Reporting uses of force
 4. Use of Deadly Force Defined³⁸
- C. Intelligence Overview (Shadow Teams)
1. Goal is to support the mission
 2. Use of plainclothes operator in crowd control situations³⁹
 3. Conducting surveillance
 4. Limitations for the undercover officer (UC) in Crowd Management and Control
 5. Benefits of UC in Crowd Management and Control

³⁷ Crowd Control and Civil Liability, ACA Cory Brente 6-8-07

³⁸ Department Manual, 1/556.10, Policy on the Use of Force

³⁹ Operations Notice No.8, 8-8-03, Required Equipment for Undercover/Plainclothes Officers & Department Manual, 3/627, Plainclothes Equipment Police Officers, & 3/610.11., Authorized Weapons and Ammunition