**DUBLIN POLICE DEPARTMENT**

**STANDARD OPERATING PROCEDURE**

**SECTION: E-002 CIVIL DISTURBANCE**

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## I. PURPOSE

During a civil disorder, the department's mission is the protection of life and property and the restoration of law and order. This mission may be accomplished by dispersing unauthorized assemblages and by increased patrolling within the disturbance area. To prevent the commission of lawless acts, the department may present a show of force, establish road or area blockades, disperse crowds, employ chemical agents, initiate such action necessary to apprehend and contain snipers, and perform other required operations. The Assistant Chief or the Chief of Police shall coordinate the Department's response to civil disorder.

While this plan attempts to cover many situations, the department and its ranking on-scene officers must be flexible to respond effectively to the individual situation before them.

## II. SCOPE

This policy applies to those situations which are commonly referred to as riots, marches, protest rallies, or other events where there is a great potential for violence; and applies to all department personnel.

## III. POLICY

A. The mission of the department is to preserve the public and good order of the city. In times of civil disorder, the department's highest priorities are to preserve life, restore order, and protect property. During demonstrations and other large gatherings, the department will attempt to preserve the peace while protecting the rights of citizens to assemble peacefully and exercise free speech. When such a gathering becomes disorderly and there is a potential for mass violence, officers will make reasonable efforts to use non-arrest methods of crowd management to restore order. Should such methods prove to be unsuccessful, officers will arrest the offenders.

All arrests will be based on probable cause and will be properly documented. Officers will use only the minimum necessary force to make and maintain arrests. To the extent possible under the circumstances, arrests will be made in an organized manner at the direction of a supervisor. Prisoners will be safeguarded and expeditiously turned over to the Laurens County jail or released if appropriate.

Each officer, supervisor, and commander are responsible for his/her actions. It is vital that policies are communicated to all personnel, that plans are shared with all concerned, and that minor problems are dealt with promptly to avoid their growing into major problems.

B. Impartiality of the Department in Civil Disorders - Care must be exercised to refrain from taking or giving an appearance of taking sides in any civil disturbance.

C. Enforcement of Laws at Civil Disorders - Officers are required to arrest violators and impose restrictions that are mandated.

D. Deployment at Civil Disorders - The most appropriate course of action fitting the occasion to restore law and order will be pursued within departmental guidelines. Personnel will be oriented as to the existing situation, mission, course of action, and control measures to be employed prior to commitment.

E. Liaison with Dissident Groups and Civic Organizations - The Department maintains liaison with dissident group members, neighborhood and civic organizations, and minority group leaders to obtain information and to explain the Department's policies and procedures in relation to civil disorder. By soliciting the cooperation of these individuals and groups, tensions are reduced, and the restoration of peace and order is facilitated.

**IV. PLANNING THE POLICE ACTION**

A. The Assistant Chief must set up and implement a plan that will restore order. Because there can be no delay in taking action in the field, a plan should be formed and ready for implementation at the time the first units are assembled and ready for assignment.

Before a plan can be formulated, the Assistant Chief should have current information on:

* Area involved
* Reason(s) for the disturbance
* Estimated number of people involved
* Makeup of the crowd (whether residents of the area or not)
* Whether teenagers or adults; whether men or women; whether members of an organization
* Whether there is more than one faction and how well organized and united each one is
* Actions such as looting, rock throwing, burning, particular targets of the crowd's action
* Weapons, such as firearms, improvised munitions, and incendiary devices
* Sniper activity
* Mobility of the crowd, i.e., speed and direction

To properly use this data, the Assistant Chief has access to maps and photos of the area, the plan must be flexible enough to account for the dynamics of the crowd and the tactics must be appropriate for the situation. For example, a hostile crowd with a few rock-throwers would call for different tactics than a riotous mob with snipers. Also, the Assistant Chief must be prepared for the transition from a peaceful gathering to a hostile crowd, or from a loud demonstration to a riot. The plan should consider the following strategic principles:

B. React quickly with enough strength to overwhelm the crowd. It is better to involve too many police officers in the action than too few. The decision to commit or hold back is not an easy one, but the Assistant Chief must consider the most likely consequences. An unsuccessful dispersal action can prove extremely costly in lost time and increased disorder.

C. Establish and maintain control throughout the area of disorder.

D. Arrest law violators without relaxing present legal requirements.

E. Clearing the streets as soon as possible is essential to the early suspension of any serious disturbances. If a curfew is to be imposed, it should be proclaimed as early as possible and rigorously enforced.

F. Remain in the area of disorder after order is restored.

**V. ORGANIZING THE POLICE ACTION**

A. The force of officers that gathered for the emergency must be organized as a large mobile, well-coordinated group. It will be referred to as the "emergency force". The Assistant Chief will provide a command hierarchy, depending on the nature of the disorder and the number of officers available. The basic hierarchy will be:

1. Teams of 2 to 8 officers, plus a supervisor. The team members must act together, at the discretion of the supervisor.

2. Units of 2 or more teams, plus a commanding officer.

B. The Assistant Chief will provide for the organization of the force into teams and units as the officers arrive at the staging area, if possible, or as soon thereafter as possible. To the extent feasible, officers and supervisors should be kept together in their regular reporting relationships. Usually, there will be a number of patrol officers already engaged in crowd control prior to the organization of the emergency force. These officers must be withdrawn as soon as possible and replaced with elements of the emergency force. The commander of each unit and team must be given specific objectives to be carried out with the resources available to him/her. Ideally, he/she should have an opportunity to discuss these objectives so that he/she knows where objectives fit in the overall mission and how best to plan his / her actions. Each must report regularly on his / her progress so that deployment adjustments can be made in a timely and effective fashion. The Assistant Chief’s briefing should be concise and well organized, and it should provide at least the following information:

* Size and location of the crowd,
* Mood and action of the crowd,
* Speed and direction in which the crowd is moving,
* Direction in which the crowd is to be dispersed,
* Approach route,
* Whether officers are to be high or low profile in the handling of batons, etc.,
* Other incidents in the area of disorder,
* Prisoner staging area and any special procedures on arrests, and
* Special instructions on closing streets, use of chemical agents, etc.

Each team supervisor must brief the other officers in the team as to the team's objective, the Assistant Chief’s briefing, and assignments within the team. The team supervisor must control the team and should not become involved in the action.

The team supervisor should be positioned to enable control of the team and be visible to the other officers. If several teams are to be deployed on foot, a few teams should be deployed in vehicles as a strike force to patrol the perimeter and respond to isolated problem areas.

### VI. CIVIL RESPONSE CONSIDERATIONS

A. Communications - Officers shall use their portable radio on the channel assigned by the Communications Center as their primary communications.

Whenever other police agencies such as the Georgia State Patrol or military agencies are involved, an attempt shall be made to have police communications equipment assigned to each unit. The assignment of equipment will be made through the Communications Section and the Assistant Chief.

B. Situation Maps - The Assistant Chief should have access to maps that may be used for planning and tactics in a civil disturbance situation. The City of Dublin Planning and Zoning and Engineering Departments have complete maps of businesses within the City of Dublin that can be used. These maps may be obtained during regular work hours, or in an emergency through recall of the Zoning building inspectors, Building Maintenance personnel, or City Manager who has master keys to these offices.

C. Field Command Post - Normally, the command post shall be the Dublin Police Department because of the security and resources available to this location. However, there occasionally must be a field command post located at a site closer to a particular incident. The Assistant Chief shall select a field command post site when needed with particular attention to the safety of personnel and the ability to protect that site. The site may change if a situation escalates, or the problem shifts to another location. Whenever possible, the command post will be designated in advance of the action plan.

D. Unity of Command - To provide for unity of command during unusual occurrence operations, which may involve personnel from other agencies, a scene or incident commander is necessary. This person exercises command and control over all civil law enforcement resources committed to an operation within the city. The ranking Dublin police officer will be in charge of the overall scene, and of all police resources at the scene of any civil disturbance until relieved by a higher-ranking officer. This will include all police and civilian resources from other law enforcement agencies.

1. Community Relations/ Public Information - The Chief of Police or the Assistant Chief shall serve as the media liaison officer during any civil disturbance. Information designed to control rumors will be promptly disseminated to the news media, as well as responses to inquiries by the news media.

F. Court Liaison/Legal Consideration - The Chief of Police shall be responsible for establishing and maintaining liaison with the District Attorney's Office during a civil disturbance. Legal advice on police procedures will be obtained through consultation with the District Attorney and the city attorney. The Chief of Police shall also be responsible for establishing and maintaining liaison with any other agencies that are notified during a civil disturbance. In dealing with emergency situations, all officers should be aware of state and local laws that give additional powers to law enforcement officials for dealing with these circumstances:

1. Official Code of Georgia Annotated OCGA 36-69-3 authorizes governmental public safety officials (police, fire, and emergency management services) to assist and provide mutual aid during local emergencies.

2. Under OCGA 36-69-2, a local emergency is defined as the existence of conditions of extreme peril to the safety of persons and property within the territorial limits of a political subdivision of the state....caused by natural disasters, riots, civil disturbances, or other situations presenting major law enforcement and other public safety problems, which conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision of the state and which require the combined forces of another political subdivision of the state to combat.

3. Under OCGA 36-69-4, whenever personnel from outside the agency's jurisdiction are assisting, such employees shall have the same powers, duties, rights, privileges, and immunities as if they were performing their duties in their own jurisdiction.

4. In the event that National Guard assistance is needed in a matter of a public safety emergency, the chain of command to the Mayor will be followed, who will officially request the service of the Laurens County Emergency Management Agency. The Laurens County Emergency Management Agency will notify the Georgia Emergency Management Agency (GEMA), who will in turn notify the Georgia National Guard for assistance.

G. Other Law Enforcement Agency / Military Support - Mutual aid assistance shall be requested through proper channels as outlined in OCGA section 36-69-3. and the guidelines of this plan. Formal requests for mutual aid may be made telephonically or by teletype on the GCIC computer system when time allows per requests from the Shift Supervisor. The following agencies will be among the first asked for assistance:

* Laurens County Sheriff’s Department
* East Dublin Police Department
* Georgia State Patrol / GA Bureau of Investigations
* GA National Guard Support

H. Liaison with Non-Police Agencies - The Dublin Police Department will maintain a liaison with all of the City of Dublin Departments and various legislative authorities to keep them aware of any needed resources. The police department shall use social agencies, church and community leaders, and any other group that will offer positive assistance to quell or reduce civil disturbances. In particular, minority leaders shall be consulted whenever the civil disturbance involves a racial problem.

I. Transportation - The ranking supervisor on duty will immediately assess the transportation needs of the situation and take what action is necessary to secure the required transportation. City-owned vehicles will be used as the primary source of transportation. However, when mutual aid is requested, all personnel responding from other agencies will be requested to provide marked police vehicles to assist with transportation needs. When required, the Laurens County Sherriff prisoner transport vehicle or other specialized vehicles may be requested such as busses from the City of Dublin School System or the Laurens County School System.

J. Public Facility Security - Any public facility becomes a primary target during civil disturbances. As soon as possible, the security of the Police Department Complex will be instituted. Normally, personnel requested by mutual aid from other agencies will be used to provide security for these facilities.

K. Traffic Control - It shall be the responsibility of the police department to take charge of traffic control. Dublin Public Works may be called to provide barricades and or signs. The perimeter of the disturbance area must be secured, and traffic may need to be routed around the scene. The decision about traffic control should be made by the Assistant Chief.

1. Uniformed police officers should be used on all traffic posts. If Dublin officers are needed at the disturbance scene, Mutual Aid should be requested from adjacent agencies to man these traffic posts.

2. It shall be the responsibility of the officers on traffic posts to ensure that only authorized and necessary persons are permitted to respond to the scene. Unnecessary personnel at the scene only contribute to confusion and are usually counterproductive.

3. At the first opportunity, the routes prohibited to traffic shall be blocked with moveable barricades, flashing lights, and other visible barriers until traffic is permitted access again.

L. Equipment Requirements - Officers shall report in uniform with a gun belt, radio, and personal equipment from their own agencies when called in for mutual aid or emergency mobilization. The ranking supervisor on duty will immediately assess the equipment needs of the situation, and see that any additional equipment be distributed, such as riot shields, helmets, tear gas, or gas masks. If specialized firearm or other hostage rescue equipment is necessary, such as repelling gear or automatic weapons, the State of Georgia SWAT Team will be requested.

M. De-escalation Procedures - The following actions will be taken by police to de-escalate adverse conditions as they arise during a civil disturbance:

1. Seal the affected area, and establish inner and/or outer perimeter.

2. Notify Laurens County Sheriff’s Office and Georgia State Patrol.

3. Coordinate activities of all law enforcement agencies/support agencies involved.

4. Control crowds/disperse assembly/arrest of persons, if necessary.

5. Establish security patrols in the affected area.

6. Assist in evacuation (if necessary).

7. Determine the cause of civil disturbance/make contact with leaders, if possible/known.

Post-occurrence duties will include continuance of security in affected areas and maintenance of traffic/security checkpoints.

N. Post Occurrence Duties / After Action Reports - All primary, backup, and supporting agencies will meet to critique the operation as soon as possible after the conclusion of any civil disturbance. A thorough inspection of the city will be conducted to ascertain if any damage has been done attributable to the civil disturbance.

After-action reports will be submitted by all command personnel involved. These reports will be reviewed at the after-action critique, and will contain as attachments:

1. All logs, assignment sheets, and summaries of significant events during the operation.

2. All use of force, officer statements, citizen complaints, and internal investigative reports.

3. All damage reports to police equipment and a list of all expended supplies that need to be replaced.

4. Lists of all damages incurred to civilian property as a result of the civil disturbance.

5. A copy of all arrest/booking reports and case summaries, for review for completeness in preparation for court presentation.

**VII. CROWD CONTROL**

The control of a crowd, demonstration, or gathering will follow these guidelines:

A. Where the threat of violence is not expected, a minimum number of officers will be positioned for crowd control.

B. Officers involved in crowd control will be in uniform.

C. They will be positioned, where possible, in such arrangements that physical contact with the crowd can be kept at a minimum.

D. It will be their task to assess the mood of the crowd and to respond to changes in crowd behavior as directed by their supervisors. Officers must be briefed in advance on what to expect from the participants and what types of alternative responses to anticipate. Supervisors will determine and order the type of response deemed necessary, and officers will act in unison, following the direction of the supervisor.

E. Officers will not engage in demonstration-related discussions with participants and will maintain a neutral attitude. Officers will be courteous and helpful and will remember that expressions of friendliness are a valuable tool in maintaining peace.

Communication is an essential tool in crowd management. Among the officers, it assures unity of action. Between police officials and demonstration leaders, communication provides a better understanding of the needs and intentions of the two. It must be constant, clear, and immediate; frequently it can defuse threatening situations. Supervisors will ensure that lines of communication between the Assistant Chief and the officers in their units remain open.

Supervisors will constantly observe and speak with subordinates to ensure that they are complying with the orders of the Assistant Chief, that they are completely aware of probable responses to crowd attitude change, and that officers who are showing strain are provided temporary relief. Designated personnel will establish and maintain communications with demonstration leaders as soon as possible as a sign of cooperation, as a means of obtaining first-hand knowledge of the mood of the crowd, and as a tool to facilitate negotiations and maintain the peace.

**VIII. RIOT CONTROL / CIVIL DISTURBANCE TACTICS AND PROCEDURES**

Riot control tactics fall into the following general categories and occur in approximately the same sequence. The Assistant Chief may have difficulty planning the sequence of the tactics and should be guided by the police resources available, the actions of the crowd, and the size of the area involved.

A. Dispersing a Crowd -

In a coordinated manner, bring up as many teams as appear necessary to break the resistance of the crowd and disperse it. Upon arrival at the scene, the commanding officer may send out reconnaissance details to update information on the crowd.

Using as many supervisors as needed, announce to the crowd through public address systems, and other means that the assembly is illegal and that the crowd must disperse.

Suggest avenues of departure. If possible, write out the announcement so that it will be consistent. Repeat the message as often as necessary and give the crowd time to disperse.

Audio and visual recording of this process is desirable. The number of warnings given, the method used, and time intervals between warnings and between the final warning and any subsequent police action will be recorded on the command post log.

If the crowd does not disperse, the Assistant Chief must decide whether to begin arresting members of the crowd or to have the officers disperse the crowd. If the decision is to move the officers into the crowd, arrest teams, prisoner transportation, and ambulances should be in close support.

A riotous crowd should not be dispersed into a business district or other area containing attractive looting targets. The crowd should be driven away from such targets and toward an area where the physical features tend to break it up into small parties, or into open spaces where little damage can be done.

The commanding officer must be alert to the possibility of rioters going into buildings and reforming to attack from the rear. Moving against a disorderly crowd from two or more directions at once makes dispersal easier, but a crowd must not be bottled up completely. They must be given an avenue of escape; otherwise, they may stand and fight.

Two (2) possible methods of movement against a crowd are:

1. "Pincher" Movement: Delivered from the front and both flanks. This method tends to drive the crowd before the frontal movement.

2. "Flanking" Movement: Delivered from the front and one (1) flank. This approach tends to drive the crowd toward the open flank.

Movement from both front and rear may allow some rioters to escape to the rear advancing units. Such an escape is highly undesirable. When deciding between a "Pincher" or "Flanking" movement and the direction of movement, consider wind direction in case gas must be used.

B. Gaining High Ground -

Control of high ground, such as rooftops, and the like, must be gained as quickly as possible in the initial stages of the action. Teams will be deployed to high ground as soon as possible to secure these positions. Personnel can thus guard against sniper fire and, if it does occur, will be in an advantageous position to attack the sniper's position. Officers positioned properly on high ground will be able to spot potential problems and provide information on the crowd's size and movement.

C. Sweeping the Area –

After a successful dispersal, the remnants of the crowd should be kept moving and prevented from reforming. The area is best isolated by an extended line of roadblocks surrounding it. Even before perimeter control is established, certain key intersections should be controlled in order to:

1. Maintain access routes for emergency vehicles.

2. Prevent outside assistance from joining the rioters.

3. Prevent innocent people from wandering into the area.

4. Keep the traffic flow to a minimum within the affected area.

5. Prevent unauthorized persons from entering and aggravating the disorder.

D. Extended Roadblocks -

Station a team or unit along a street at successive intersections. An extended roadblock can be designed to provide a combined staging area, personnel relief and feeding area, and a blockade along a major arterial highway.

The establishment of a long line of stationary force has as its objective the isolation of the rioters from as yet, untouched looting targets. This deployment might consist only of two (2) or three (3) police officers per intersection for a distance of several miles.

Other such extended roadblocks could be used throughout the riot-potential area, with a general objective of boxing in a disturbed area so that rioters cannot move freely to loot and burn.

An extended roadblock has the advantage of decentralization of personnel along the line, even while they are taking breaks or eating. However, it requires coordinated logistical support and should not be attempted until the support problems are considered resolved.

E. Sniper Control -

When sniper activity is reported, the responding officer or team should determine the validity of the report. If the report is valid, or sniper fire is observed, the officers shall:

1. Call the Assistant Chief and ask him to request SWAT assistance.

2. Isolate the area.

3. Determine the direction and source of the sniper fire, if possible.

4. Do not return fire unless absolutely necessary to protect lives.

F. Reports of Fire and Emergency Calls for Service - The teams within the area of the disorder will verify reports of fire and will handle calls for service.

G. Fire Department Assistance - When a fire is confirmed within the area of disorder, the Assistant Chief will assign officers to accompany the fire department consisting of firefighters and any needed utility workers. The team will remain with the fire task force to provide security until it leaves the area of disorder.

H. Deployment Against Rock, Bottle, and Missile Throwers -

Since rock throwers usually operate from the back of a crowd, or from cover, a detail detached to flank the crowd and to watch for and apprehend them should be deployed prior to dispersal action. Spotters from the rooftops and high-ground security forces can also determine the identities of rock throwers and direct the ground forces in their apprehension.

Another technique is the deployment of undercover officers who would infiltrate the crowd in the vicinity of the rock throwing, and either direct uniformed or plainclothes officers to the violators by signal or wait for the opportunity and effect the arrest themselves.

**IX. MASS ARREST / PROCESSING / CONFINEMENT PROCEDURES**

Although alternatives to mass arrests should be sought, contingency plans are made in the event such action becomes necessary to facilitate the restoration of order.

A. Procedure -

1. Persons arrested will be removed as soon as possible from the scene to a nearby holding area for initial processing and to await transportation to the Laurens County Jail or a temporary holding area.

2. Upon arrival at the holding area, persons arrested will be identified, if possible, and photographed. The following information will be noted on a label affixed to a record of each photograph.

a. Date and time.

b. Defendant's name, date of birth, and social security number.

c. Location of arrest.

d. Charge(s)

e. Arresting officer's name.

3. Photos will be printed and sent along with the prisoners when they are transported for booking at the jail or a temporary detention area.

B. Juvenile Offenders - Whenever possible, juvenile offenders will be processed through and released to their parents or other responsible adults, rather than incarcerated Per the Juvenile Procedures policy of this manual. Only in exceptional circumstances, or for serious violations will juveniles be taken to the Police Department and contact DJJ. In instances where parents of young children are arrested, an attempt will be made to locate a responsible adult who can assume custody with parental permission. When all else fails, the Laurens County Department of Family and Children Services will be contacted to intervene and make temporary custody arrangements.

C. Transportation of Detainees - Transportation requirements that exceed the capacity of the Dublin Police Department will be addressed by utilization of the Georgia Mutual Aid Act. Requests can be made to the Laurens County Sheriff’s Office or another agency for a prisoner transport bus or other vehicles that may be helpful. (e.g., school bus.)

D. Temporary Detention Facilities - Arrangements will be made for the use of a relatively large and conveniently located facility should the need arise for a temporary detention area. In most cases, the Dublin Police Department booking room or courtroom may be used. If circumstances require, prisoners will be transported directly to the Laurens County Jail.

Officer(s) will be assigned as the booking officer(s) at the holding cell or temporary detention area to complete the required paperwork for the arrest procedure based on information relayed by the transporting officers. Upon completion of the booking process, the prisoners may be released on bond, or transported to the county jail or other nearby facility for confinement.

E. Detention Facility Security - Should the nature and size of the incident require assistance from other law enforcement agencies, those officers will be assigned first to provide security at the holding area, the temporary detention area, and the designated medical facility when any prisoner is taken there for treatment. This will permit the Dublin police officers to resume duties in a timely manner.

Officers from other agencies will be assigned additional duties as needed. Consideration should be given to using them primarily where detailed knowledge of the city's geography and departmental policies and procedures are not essential.

F. Evidence Collection - The Dublin Police Department shall maintain the responsibility for evidence collection, preservation, and storage during a civil disturbance where arrests are made and/or crimes are committed. Evidence collection shall be in accordance with normal procedures outlined in this Manual.

G. Identification of Offenders - During the police operation at the incident scene, an investigator will be assigned to provide evidence collection work, in addition to other duties as determined by the on-scene commander. Consideration may be given to having the scene and participants photographed for possible future use in identifying participants as well as for evidence in subsequent court proceedings.

#### X. RETURN TO NORMAL OPERATIONS

A. When the civil disorder comes to an end:

* 1. Outside law enforcement agencies should withdraw from the area.
	2. The phase of the emergency will be lowered.
	3. The department’s strength should gradually be de-escalated, based on assignment and time in the area of the disorder.
	4. All emergency regulations/curfews, liquor sales, etc. should be rescinded.
	5. Local services should be re-established.
	6. Personnel should be returned to their regular assignments.

B. A report will be prepared describing the nature and cause of the disorder, significant events, personal injuries, extent of property damage, and the police response. Attention should be given to the following:

1. The need for additional training.
2. Improved techniques.
3. Required policy changes.
4. Revision of operational procedure.
5. The need for improved community liaison and intelligence.

The commander who is responsible for the report should obtain the views and experiences of others involved in handling the emergency. The report is to be completed within 72 hours unless otherwise directed.

**XI. PUBLIC INFORMATION**

The Dublin Chief of Police or his designee has the responsibility of public dissemination of information, which may pertain to any man-made or natural disaster or civil disturbance.