



TOWN OF MACEDON POLICE DEPARTMENT

General Order: 553	Effective Date: March 5, 2021
Subject: Crowd Management & Crowd Control	
Reference Standards: 58.2, 64.1	
Rescinds: Administrative Order 20-023 Dated November 13, 2020	
Page 1 of 7	Attachments: None

I. Purpose

- A. To establish guidelines for managing crowds, protecting individual rights, and preserving the peace during demonstrations and civil disturbances.

II. Definitions:

- A. **Civil Disturbance:** A gathering that constitutes a breach of the peace or any assembly of persons where there is a threat of collective violence, destruction of property, or other unlawful acts. Such a gathering may also be referred to as a riot or unlawful assembly.
- B. **Crowd Control:** Techniques used to address civil disturbances, to include a show of force, crowd containment, dispersal equipment and tactics, and preparations for multiple arrests.
- C. **Crowd Management:** Techniques used to manage lawful assemblies before, during, and after the event for the purpose of maintaining lawful status through event planning, pre-event contact with event organizers, issuance of permits when applicable, information gathering, personnel training, and other means.
- D. **Demonstration:** A lawful assembly of persons organized primarily to engage in free speech activity. These may be scheduled or unscheduled events that may or may not allow for law enforcement planning. They include, but are not limited to, marches, protests, and other assemblies intended to attract attention. Lawful demonstrations can devolve into civil disturbances that necessitate enforcement action.

III. Policy

- A. Management and control of crowds at demonstrations and civil disturbances will be conducted pursuant to the guidelines for critical incident response protocols outlined in General Order 555.
- B. The Macedon Police Department shall protect individual rights related to assembly and free speech, effectively manage crowds to prevent loss of life, injury, or property damage, and minimize disruption to persons who are not involved.

- C. The Macedon Police Department may impose reasonable restrictions on the time, place, and manner in which persons assemble and engage in free speech activity but will only do so as necessary to maintain public safety and order and, to the degree possible, facilitate uninhibited speech, commerce, and freedom of movement.

IV. Objectives

- A. It is the responsibility of the department to preserve the peace while protecting the rights of demonstrators to peacefully assemble and exercise free speech. Officers will make reasonable efforts to employ non-arrest methods of crowd control but shall make arrests for violations of the law as required or directed. Officers will display an attitude of neutrality and will not engage in demonstration related discussion with participants.
- B. The primary objectives at a civil disturbance are to accomplish the following:
 - 1. Protect persons, regardless of their participation in the disturbance.
 - 2. Disperse disorderly or threatening crowds in order to eliminate the immediate risks of continued escalation and further violence.
 - 3. Arrest law violators, including those responsible for property damage, and remove or isolate persons inciting violent behavior.
- C. Officers shall be briefed on what to expect and appropriate responses. They shall be informed that the Incident Commander or his/her designee(s) shall be responsible for ordering any response deemed appropriate.

V. Procedures

- A. Preparation for known/planned events
 - 1. Every effort should be made to initiate advance contact with event organizers and to gather the following necessary information about the event to ensure accurate assignment of personnel and resources:
 - a. What type of event is involved?
 - b. When is it planned?
 - c. How many participants are expected?
 - d. Are event organizers cooperative?
 - e. What are the assembly areas and movement routes?
 - f. What critical infrastructures are in the proximity of the event?
 - g. What is the history of conduct at such events?
 - h. What actions, activities, or tactics are anticipated, to include use of demonstrator devices designed to thwart arrest?

- i. Is opposition to the event expected?
 - j. Who are the potential counter-protest groups?
 - k. Is there a history of violence between the group demonstrating and potential counter-protest groups?
 - l. Will the event coincide with other routine, large-scale events?
 - m. Has the appropriate level of properly equipped personnel been allocated to ensure safety of bystanders, officers, and demonstrators?
 - n. Will off-duty personnel be required?
 - o. Have other agencies such as fire and EMS been notified?
 - p. Is there a need to request mutual aid?
 - q. Have permits been issued?
2. The Incident Commander or a designee, shall prepare a written Incident Action Plan subject to the approval of the Chief of Police or his or her designee.

B. Response to known/planned events

- 1. Officers shall be deployed to monitor crowd activity. Sufficient resources to handle multiple unruly persons should be available, depending on the fluidity of the situation and degree of actual or likely disruption.
- 2. Officers shall be positioned in such a manner as to minimize contact with the assembled crowds.
- 3. Officers should avoid engaging in conversations related to the demonstration with attendees, refrain from reacting in response to comments from demonstrators, and maintain a courteous and neutral demeanor.
- 4. Persons who reside, are employed, or have emergency business within the area marked off by a police line shall not be prevented from entering the area unless circumstances suggest that their safety would be in jeopardy or their entry would interfere with law enforcement operations.
- 5. Individuals designated by the Incident Commander should establish and maintain communication with event organizers and relay information on crowd mood to the Incident Commander.
- 6. Supervisors should maintain close contact with their assigned officers to ensure compliance with orders, monitor behavior and disposition, and ensure that they are aware of any changes in crowd behavior or intent.
- 7. Audio and video recording of agency crowd response should be considered for evidentiary purposes.
- 8. Mass arrests shall be avoided, unless necessary.
- 9. Officers shall ensure that a means of egress for all individuals is present at all times.

C. Responding to spontaneous events

1. The first officer to arrive on the scene of a spontaneous civil disturbance should:
 - a. Observe the situation from a safe distance to determine if the gathering is currently or potentially violent.
 - b. Notify the Dispatcher of the nature and seriousness of the disturbance, particularly the availability of improvised or deadly weapons, the location and estimated number of participants, current activities (e.g., blocking traffic), direction of movement, and ingress and egress routes for emergency vehicles.
 - c. Request the assistance of a supervisor and necessary backup.
 - d. Attempt to identify crowd leaders and agitators engaged in criminal acts.
 - e. At the first available opportunity, request the crowd to voluntarily disperse.
2. The first officer or supervisor in charge at the scene should:
 - a. Initiate the seven critical tasks of the ICS protocol.
 - b. Deploy officers at vantage points to report on crowd actions.
 - c. Ensure that, to the degree possible, uninvolved individuals are evacuated from the immediate area of the disturbance.
 - d. Provide ongoing assessment to communications.
 - e. Move and reroute pedestrian and vehicular traffic around the disorder.
 - f. Control unauthorized ingress and egress by participants.
 - g. Prevent outside attempts to assist or reinforce participants.
3. The Incident Commander should also ensure that:
 - a. The seven critical tasks of the ICS protocol are initiated.
 - b. Adequate security is provided to fire and EMS personnel in the performance of emergency tasks.
 - c. Photographic or video evidence is recorded and preserved, in accordance with applicable law and agency policy, of crowd actions and officer responses.
 - d. Photographs or videos are taken of any injuries sustained by law enforcement officers or the public.

D. Crowd Dispersal

1. Before ordering forced dispersal of a civil disturbance, the Incident Commander should determine whether lesser alternatives may be effective. These alternatives include the use of containment and dialogue, as follows:

- a. Establish contact with event organizers or crowd leaders to assess their intentions and motivations and develop a mutually acceptable plan for de-escalation and dispersal.
 - b. Communicate to the participants that their assembly is in violation of the law and that the agency wishes to resolve the incident peacefully, but that acts of violence will be dealt with swiftly and decisively. The warning shall consist of an announcement citing the offenses or violations being committed, an order to disperse, and designated dispersal routes.
2. A second and third warning should be issued at reasonable time intervals before designated actions are taken to disperse the crowd. When reasonably practicable, the warnings should be audio or video recorded and the time and the names of the issuing officers recorded in the Incident Commander's event log.
3. Specific crowd dispersal tactics should be ordered as necessary when the crowd does not heed warnings. If dispersal of the crowd is necessary, supervisors shall utilize the methods listed below, singularly or in combination, as they deem necessary for the circumstances:
 - a. Display of forceful presence to include police lines combined with law enforcement vehicles, bicycle units, and mobile field forces.
 - b. Law enforcement formations for forcing crowd movement.
 - c. Use of aerosol crowd control chemical agents.
 - d. Target specific violent or disruptive individuals for arrest.
 - e. Multiple simultaneous arrests.

E. Use of force guidelines

1. Unless exigent circumstances justify immediate action, officers shall not independently make arrests or employ force without command authorization.
2. Motor vehicles may be used to contain, control, and direct persons as appropriate but shall not be intentionally brought into contact with them unless the use of deadly force is authorized.
3. No lethal or less lethal weapons may be deployed indiscriminately into crowds or against passively resistant persons.
4. A verbal warning should be given prior to the use of force when reasonably practicable.
5. All uses of force shall be reported and investigated pursuant to General Order 315.

F. Arrest procedures

1. During incidents where mass arrests are anticipated, department personnel affecting the arrest of individuals and/or groups will adhere to the following policy, unless otherwise directed:
 - a. Mass arrests should be conducted by designated squads. Arrest teams should be

advised of the basic offenses to be charged in all arrests, and all arrestees shall be advised of these charges.

- b. Arrestees who are sitting or lying down but agree to walk shall be escorted to the transportation vehicle or processing area.
- c. Arrestees who are sitting or lying down but refuse to walk should be carried by two or more officers.
- d. The arresting officer(s) will respond with the arrested individual to an adequate, secure prisoner processing area established by the Incident Commander.
- e. The command officer in charge of the processing area will establish a transportation plan for arrestees and assign personnel and vehicles for such duties.
- f. The arresting officer will conduct a thorough search, incident to arrest, of each prisoner.
 - (1) Arrestees shall be searched for weapons, evidence of the crime of arrest, and contraband.
 - (2) Officers will secure any evidence and/or prisoner property. A Property Custody Report will be completed as necessary.
- g. When practicable, photographs should be taken of the arrestee and his/her property.
- h. The arresting officer will immediately complete the required portions of an Arrest Report including sufficient data in the remarks section to allow an accusatory instrument to be prepared. The remainder of the Arrest Report will be completed at the incident prisoner processing area or the police department.
- i. Whenever practicable, prisoners will be secured with flex-cuffs, which will be marked with the arresting officer's badge number.
- j. Officers assigned to transport prisoners will conduct a second search of all prisoners prior to transporting them to the police department.
- k. Transporting officers should not accept arrestees without a properly prepared Arrest Report and photograph and shall ensure that all property is properly processed.
- l. If a prisoner requires or requests medical attention, the transporting officers will ensure that required medical services are provided pursuant to the provisions of General Order 530. Photographs of all known injuries should be taken by a Supervisor.
- m. The command officer in charge of processing may designate civilian staff to assist arresting officers with the completion of accusatory instruments.
- n. Where required, a Supervisor will coordinate the interviews of witnesses and

arrestees.

- o. The Supervisor, or his/her designee, will coordinate the submission of accusatory instruments to the courts and will contact the District Attorney's Office for assistance and court notification.

G. Documentation

1. The Incident Commander will arrange for the completion of after-action reports from involved personnel. After-action reports shall be completed as soon as possible after the incident. Reports should include:
 - a. The basis for the incident.
 - b. The department's response to the incident.
 - c. A statement of impact, to include the costs of equipment, personnel, and related items.

VI. Training

- A. The Macedon Police Department will ensure that all officers receive initial and ongoing training regarding the appropriate response to civil disturbances and the management and control of crowds.

By Order of the Chief of Police

John P. Colella

John P. Colella (Mar 7, 2021 11:36 EST)

John P. Colella

Chief of Police

Dated this 5th day of March 2021