
KANSAS CITY, KANSAS POLICE

GENERAL ORDER

SUBJECT: Crowd Management and Field Force

ORDER NUMBER: 40.21
ISSUED DATE: 01/03/2017
EFFECTIVE DATE: 01/10/2017
RESCINDS: 40.21 Issued 10/01/2010

REFERENCE: CALEA Ch. 46

CROSS REFERENCE:

CONTENTS:

I. PURPOSE

II. DEFINITIONS

III. CROWD MANAGEMENT

IV. ACTIVATION OF FIELD FORCE

V. INITIAL DUTIES OF THE FIELD FORCE COMMANDER

VI. ASSEMBLY AREA

VII. FORMATION OF FIELD FORCE SQUADS

VIII. CONVOY TO STAGING AREA AND DEPLOYMENT OF FIELD FORCE SQUADS

IX. FIELD FORCE REPORTING

X. EQUIPMENT INSPECTION

XI. TRAINING

I. PURPOSE

- A. To provide uniform procedures, incident planning, and event management for:
 - 1. Planned, permitted demonstrations;
 - 2. Unplanned but legal demonstrations;
 - 3. Civil disobedience incidents; and
 - 4. Controlling and dispersing large disturbances or unlawful assemblies by utilizing recognized field force tactics.
- B. The First Amendment right of free speech and lawful assembly is fundamental to our society and necessary to our form of government. However, the Department understands that preparation must be made for unlawful assemblies, as well as the potential of violence directed at authority figures, or at lawful, but unpopular, assemblies. The Department has four primary missions when responding to demonstrations.
 - 1. To protect life and prevent injury.
 - 2. To protect property.
 - 3. To protect the rights of all citizens to peacefully and lawfully assemble.
 - 4. To protect the rights of all other citizens.

II. DEFINITIONS

- A. Field Force: An organized, disciplined show of authorized force employed to control and/or disperse large disturbances or unlawful assemblies. Field force tactics include crowd dispersal, isolating and arresting select individuals within an assembly, area security, etc.
- B. Field Command Post: A location for the coordination of field forces activities by on-scene personnel, usually at the assembly area.
- C. Assembly Area: An area designated by the Field Force Commander for the assembly and deployment of personnel and equipment to be used or held in reserve.
- D. Field Force Commander: Highest-ranking on-scene commander supervising the field force operation. This is also the Incident Commander in accordance with ICS.
- E. Staging Area: A location at which field force squads leave their convoy vehicles and embark on foot for the purpose of crowd dispersal.
- F. Outer Perimeter: The security zone used to control access into the affected area.
- G. Line Team or Line Element: Officers organized into squads and assigned to disperse crowds using field force tactics.
- H. Arrest Team or Arrest Element: Officers organized into squads and assigned to arrest subjects during crowd dispersal.
- I. Vehicle Sergeant: An officer of the rank of sergeant, designated by the Field Force Commander to assign vehicles for use by field force squads.
- J. Log Officer: An officer designated by the Field Force Commander to maintain a log of all critical or important occurrences during a field force operation.
- K. Protest: An organized, public demonstration of disapproval about a situation, such as social injustice, a change in laws, a government policy, an institutional action, etc.
- L. Civil Disorder: Any public disturbance involving numerous people who commit violent acts that cause immediate danger or injury to people or property.
- M. Civil Disturbance: Group acts of violence and disorder prejudicial to law and order.
- N. Civil Disobedience: The refusal to obey civil laws in an effort to change governmental policy or legislation; characterized by using passive resistance or other nonviolent means.
- O. Unlawful Assembly (KSA 21-6202):
 - 1. Unlawful assembly is

- a. The meeting or coming together of five or more persons with the intent to engage in conduct constituting:
 - i. Disorderly conduct as defined by KSA 21-6203, or
 - ii. Riot, as defined by KSA 21-6201; or
 - b. When a lawful assembly of five or more persons, agreeing to engage in conduct constituting disorderly conduct or riot.
 - 2. Remaining at an unlawful assembly is intentionally failing to depart from the place of an unlawful assembly after being directed to leave by a law enforcement officer.
- P. Riot (KSA 21-6201)
- 1. Riot is five or more persons acting together and without lawful authority engaging in any:
 - a. Use of force or violence which produces a breach of the public peace; or
 - b. Threat to use such force or violence against any person or property if accompanied by power or apparent power of immediate execution.
 - 2. Incitement to riot is by words or conduct knowingly urging others to engage in riot under circumstances which produce a clear and present danger of injury to persons or property or a breach of the public peace.

III. CROWD MANAGEMENT

- A. The Police Department may be called upon to respond to many different types of crowd control or public protest events. These events may be planned or unplanned. The government does have some legal right to regulate time, place, and manner of protests. Protests that take place in a public place are generally presumed to be legal so long as they do not: involve a breach of peace; involve speech that presents a clear and present danger; or block a roadway.
- B. Field force is not an appropriate response to all organized protests. When protests occur, an event management team will be assembled. Spontaneous, unplanned protests are not necessarily unlawful. The event management team may make preparations to "scale up" the police response if needed.
 - 1. A commander may hastily assemble an event management team and brief team members with an interaction plan and arrest profile.
 - 2. In any organized protest, the first arrest posture adopted will be to isolate and arrest individuals engaging in or inciting dangerous or disorderly behavior, so long as it is safe to do so.
 - 3. Officers will bear in mind that force decisions have to be made for each individual suspect on a case by case basis, not for a whole group.
- C. Crowd Psychology
 - 1. Crowds will generally respect and obey legitimate authority.

- 2. The dynamics of crowd violence are closely linked to police tactics. Indiscriminate use of force by police will erode legitimacy.
- D. Arrest Posture
- 1. Examine the situation and choose the best option: monitoring, arresting, ejecting or warning.
 - 2. Differentiate between individuals and groups.
 - 3. Isolate and arrest vs. mass dispersal: If the problem is unlawful activity by an individual or small group within the larger crowd, it is appropriate to isolate and arrest the problem individual(s).
 - 4. All uses of force will have an effect on crowd dynamics.
- E. Event Team Concept
- 1. Event Management Team
 - a. 1 Commander, 1 Sergeant, 8 Officers. (Plain clothes scouts may also be useful).
 - b. On scene for the duration of the event and work in groups of two.
 - c. Officers in the event management team monitor the mood of the crowd and provide intelligence.
 - d. Depending on the nature of the event, the event management team will usually be deployed outside main venues (e.g. a stadium) and work in public areas such as streets and parking lots.
 - e. The event management team should handle most incidents with an emphasis on rapid response.
 - 2. Secondary Response Element
 - a. 1 Commander, 2 Sergeants, 12 Officers.
 - b. On duty but not necessarily on the scene. The secondary response element will be available if needed for increased visibility of police capability, skirmish line, field force, etc.
 - 3. Command and Control
 - a. Event Commander: a single commander will be responsible for the event response and all police assets.
 - b. Establishment of a command post.
 - i. A command post will be established off site but nearby.
 - ii. The command post may be fixed or the command post vehicle may be utilized.
 - iii. All necessary equipment will be staged at the command post for the duration of the event.
- F. Graduated Tactical Profile. The department's response will be flexible and reflect the level and type of activity exhibited by the crowd. This can be visualized as a response continuum, with the ability to escalate or de-escalate in response to the scope and type of problem presented by a crowd or civil disturbance.

1. Level I: Visible deterrence and rapid responses. This is appropriate for a large crowd or protest that is peaceful and lawful.
 - a. The event management team will serve as visible deterrence.
 - b. The event management team will quickly handle small problems to prevent escalation.
 - c. Emphasis is on incident prevention and de-escalation
2. Level II: Increased visibility of police capability. This is appropriate if a crowd is (or becomes) more energetic and officers believe the crowd or elements of the crowd may begin to engage in violent or unlawful behavior.
 - a. The secondary response element may be called in to augment the event management team.
 - b. This increased visibility may deter an escalation of violent behavior by the crowd or within the crowd.
 - c. The secondary response element will assist with targeted intervention if needed
3. Level III: Targeted Intervention. At the direction of the event commander, department personnel will isolate and arrest problem individuals or groups within the larger crowd. Those members of the crowd who are not engaging in violent or unlawful behavior will be permitted to carry on with their lawful activities and/or assembly.
4. Level IV: Light Field Force. This response is appropriate for a crowd that has become unruly and unlawful, but that personnel at the scene believe it is best to attempt to direct the crowd from the area with the use of skirmish lines. This decision may be made based on the size of the crowd and nature of the activity, so long as police supervisors and commanders at the scene believe they have sufficient personnel to safely move the crowd.
 - a. Skirmish lines are primarily for mass movements/dispersal. Arrest is a secondary consideration in this type of maneuver.
 - b. If the crowd is (or becomes) very disorderly and it is not possible to move them, it may prove worthwhile for the commander or supervisor to hold a skirmish line at the site to the extent that safety allows. This accomplishes two objectives:
 - 1) It will slow things down at the problem location while a more coordinated response is prepared.
 - 2) It may prevent a "tipping point" situation where the ability to recover control is greatly diminished.
5. Level V: Full Response: Field force activation.
 - a. Other on-duty and off-duty officers will be activated to initiate a field force operation.
6. When possible, the event commander or supervisor should handle crowd issues as early as possible, when they can be handled at the lowest response level possible. Depending on the circumstances, the response may include isolating and arresting people or it may focus on closing an area and getting the crowd to disperse.

IV. ACTIVATION OF FIELD FORCE

- A. It is important that the Department be able to respond quickly to any civil disturbance or potential civil disturbance in order to reduce the likelihood of the disturbance moving or becoming larger.
- B. A Captain (or above) may make the decision to activate a field force. This decision should be based on the totality of the information available to the Captain regarding the nature and size of the disturbance or unlawful assembly and be predicated by his reasonable belief that activation of a field force is the most appropriate response to the situation. The division commander of the affected area must be notified immediately and advised of the situation that caused the field force to be activated. If the Captain is an Acting-Captain, the Division Commander must be notified of, and concur with, the decision to activate a field force prior to its activation. The information will immediately be relayed through the chain of command to the Command Staff and the Chief of Police. Depending on the complexity or potential complexity of the incident, the Incident Command System may be activated (In accordance with General Order 40.20).
 1. Activation of a field force may require the immediate response of all on duty personnel, including detectives. If necessary to augment or sustain a field force operation, additional personnel will be called in to participate in the operation or answer calls for service. This shall be done by the Chief of Police or his designee using the procedures in General Order 40.20 Unusual Occurrences.
 2. Johnson and Leavenworth County agencies may also be requested to assist. The Kansas Highway Patrol may also be called upon to provide assistance. Assistance may include personnel, equipment, transportation, detention assistance, and special services. Requests for outside assistance will be handled through the office of the Chief of Police or his designate.
 3. National Guard assistance is available if it becomes necessary to maintain order, provide security, or provide additional material resources. The National Guard may be called up as explained in General Order 40.20 Unusual Occurrences.

V. INITIAL DUTIES OF THE FIELD FORCE COMMANDER

- A. The Field Force Commander will select an assembly area to which all personnel will respond.
- B. The Field Force Commander will establish a field command post, usually at or near the assembly area.
- C. The Field Force Commander shall establish an outer perimeter around the affected area.

D. The Field Force Commander will notify all necessary support elements to respond.

1. The Special Operations Unit (SOU) should not be used for line operations if avoidable. SOU may provide the following support:
 - a. Over-watch (precision rifle).
 - b. Armored/rescue vehicles.
 - c. Ballistic shields.
 - d. Smoke, CS, and stingball deployment.
 - e. Less lethal extended range kinetic energy impact projectile (e.g. 40mm projectiles; 12 Ga beanbag) deployment.
 - f. Undercover surveillance.
2. Traffic (motorcycles) can control traffic and also have the ability to respond quickly to developing problems or conduct reconnaissance that would not be possible by car.
3. Community Policing may provide the following types of support:
 - a. Bicycle mounted officers can be used for quick response. Bicycles may be used for improvised barricades.
 - b. Community Policing officers may be used to interact with the crowd if appropriate and discuss boundaries and warn them of problems.
 - c. They may reach out to community contacts during the operation and explain what crowd members are legally required to do in order to avoid arrest, and explain the police response as appropriate.

E. The Field Force Commander must assign appropriate personnel to a variety of assignments such as a vehicle sergeant, prisoner transport, etc.

F. The Field Force Commander will request that the equipped field force trailers be brought to the assembly area. Range Personnel or Academy Personnel are responsible for picking up the trailers and bringing them to the assembly area.

G. As with any critical incident that requires the use of a large number of personnel and equipment over an extended period of time, the Field Force Commander must ensure that the following needs are provided for:

1. Communications.
2. Situation maps.
3. Field command post.
4. Chain of command.
5. Public information. The Police Department will take reasonable steps to allow media to cover the event without interference. However, there are no exceptions for media personnel with regard to remaining at an unlawful assembly. It may be beneficial to commit personnel to handle them and

make sure they are not placed in a needlessly dangerous location.

6. Possible liaison with the legal advisor.
7. Outside agency and military support.
8. Medical support.
9. Air support may be requested to provide information on crowd activity and movements. They are also able to video record the crowd activities. The Field Force Commander should request that air support operate at as far off as possible to prevent the aircraft from creating additional crowd issues.
10. Depending on the scale and duration of the event, personnel should be assigned to monitor social media for intelligence.
11. Public facility security.
12. Traffic control.
13. Equipment requirements.
14. Post-occurrence duties.
15. After-action reports.
16. Transportation.
17. If the disturbance develops into a long-term situation, relief, rest, and food need to be considered.

VI. ASSEMBLY AREA

A. The Field Force Commander should establish an assembly area near the affected area but outside the area of disorder.

B. All on-duty officers, regardless of assignment, will carry with them at all times, and report to the assembly area with, the following equipment:

1. Baton.
2. Helmet with face shield.
3. Gas mask.
4. Long sleeve uniform shirt.
5. Recommended equipment also includes body armor, gloves, boots, groin protection, eye protection (to wear under the face shield), knee, elbow, and shin protection.

C. Off-duty personnel called in for field force activation should also report to the assembly area with the same equipment.

D. The designated Vehicle Sergeant will ensure that the necessary vehicles are prepared and staged.

1. Officers arriving at the assembly area will turn over the keys to their police vehicles to the Vehicle Sergeant after removing their field force equipment.
2. The Vehicle Sergeant will assign and mark vehicles for the operation as necessary.

E. The Log Officer will be selected to assist the commander and to maintain a log for the after action report.

At least one Prisoner Transport Vehicle will respond to the assembly area. The Field Force Commander will designate one officer to drive and at least one officer to assist with handling prisoners.

- F. Wearing eyeglasses is not compatible with the use of the Department issued gas mask Contact lenses, however, may be worn in conjunction with the gas mask in field force operations. Officers who need vision correction, and do not have contact lenses, and whose uncorrected vision prevents them from properly performing the necessary duties of a line or arrest team member, will be given other assignments, and should still respond to the assembly area.
- G. Prior to leaving the assembly area the Field Force Commander will:
 - 1. Ensure that all necessary personnel and equipment have arrived and have been inspected. The Log Officer or other designated officer will ensure that there is a complete personnel roster and organizational chart for the operation.
 - 2. Brief all personnel and make initial assignments. The basic dispersal strategy and arrest posture must be known by all personnel. Goals must be clearly communicated to all involved. If time permits, some demonstration of techniques and rehearsals may be attempted.
 - 3. Prepare a field command post.
 - 4. Designate a staging area near the scene of the disturbance where the field force can safely disembark.
 - 5. Ensure all required notifications have been made.
 - 6. Establish a clear radio subfleet for the field force.
 - 7. Make sure that medical support is standing by at the assembly area.
 - 8. Establish the entry route to and exit route from the affected area to be utilized by the convoy.

VII. FORMATION OF FIELD FORCE SQUADS

- A. The success of a field force operation depends largely on squad integrity and coordinated movements. Officers will not exercise the same degree of discretion or initiative that they would during day-to-day field operations. Under field force conditions officers will avoid independent action and immediately follow the directions of the squad leaders and the Field Force Commander.
- B. The Field Force Commander and squad leaders will use simple, direct commands.
- C. Personnel will be organized into squads.
 - 1. In order to deploy a field force for crowd dispersal, there must be enough personnel with full equipment to form three or more complete squads.
 - a. Each squad should be formed with five to seven officers led by one sergeant.
 - b. The sergeant may select one officer in the squad to fulfill the rifle position, if appropriate (arrest teams do not have rifle positions.) If available, a squad should be accompanied by a less-lethal munitions officer.

- c. If possible, an officer should be assigned to each squad to take video of the event from the line perspective.

- 2. Squads will be assigned either a line, arrest, or field booking/transport team function when deployed for crowd dispersal. All members must know what function their squad will fulfill.

VIII. CONVOY TO STAGING AREA AND DEPLOYMENT OF FIELD FORCE SQUADS

- A. Field Force operations are conducted to disperse assemblies that are unlawful (that are breaking the law, rioting, etc.). Unlawful assemblies and potential riots are unpredictable. It is essential that the Department maintain a high level of readiness to handle civil disturbances. During episodes of civil unrest, it is likely that a high degree of aggression will be directed at the police, and how the police handle such disturbances may have a lasting effect within the community. Large disturbances and riots have often stemmed from a public response to a police activity.
- B. The Field Force Commander will lead and direct the convoy to the staging area.
- C. Upon arrival at the staging area, all vehicles should be backed in to the curb or other parking space for easy egress of individual vehicles.
- D. Keys should be left in the ignitions of the vehicles.
- E. The field force trailers should be posted so that they best facilitates distribution of shields and any other equipment.
- F. Personnel will be assigned to provide security for the vehicles by the Field Force Commander.
- G. Upon disembarking at the staging area, officers assigned to line, arrest, and field booking/transport squads will be issued equipment from the field force trailer, form up into their assigned squads and stand by for instructions.
- H. Field force activities need to be highly organized and disciplined to be effective. Officers will explicitly follow the directions of the Field Force Commander and squad sergeants.
 - I. Prior to engaging in crowd dispersal activities, the Field Force Commander will warn the unlawful assembly to disperse and cite the pertinent Municipal Ordinance or State Statute.
 - 1. The warning should follow this basic format: "I am rank/name, a police officer to the City of Kansas City, Kansas. I hereby declare this to be an unlawful assembly and, in the name of the people of the State of Kansas, command all those assembled at (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 less lethal munitions, which could cause significant risk of serious injury to those who remain. Kansas Statute 21-6202 section (b) 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 21-6202 section (b). The following routes of dispersal are available: (give most convenient route/s of dispersal). You have ___ minutes (give a reasonable amount of time, taking into consideration the number of participants, location of the event, and number of exit routes available) to disperse."

2. This warning should be repeated at least three times prior to taking action if no emergency exists.
 3. If safe to do so, officers will be placed or situated to verify that all affected persons should have been able to hear the warnings.
- J. Use of Force. All elements of the force continuum and justification for use of force remain in effect. It may be necessary to use chemical agents and other force multipliers to cause a disorderly/riotous group to disperse. The purpose of the deployment is to protect life and prevent property damage. When possible, the use of chemical agents will be preceded with a warning.
1. Line personnel may be equipped with shields under some circumstances.
 2. Although independent action is generally not permitted during a field force operation, officers on the line may need to use empty hand controls to push people back or affect arrest. They may use the baton on subjects who actively resist or who are actively aggressive. The line officer's primary responsibility is to hold the line, maintain alignment, and not permit breaks in the line.
 3. OC spray and extended range kinetic impact projectiles (e.g. 40mm Xact Impact; 12 Ga sock rounds) can be used on individuals for the purpose of defense or to facilitate an arrest. There are fewer cross-contaminations issues with these weapons than with CS.
 4. Unless it is an emergency deployment, smoke will be deployed prior to deploying CS. The application of smoke is not a use of force. When smoke is deployed, CS should be deployed a short period afterwards. When smoke is deployed, it is likely that some of the people will leave the affected area. CS should be deployed as soon as these people have left the area.
 5. Stingballs may be used for crowd control. These are generally reserved as a last selection when chemical agents and less lethal extended range kinetic impact projectiles have failed or are not an option.
- K. If field force squads deployed to disperse a crowd come under gunfire, they will immediately seek cover and return to the staging area as soon as safely possible for reassignment.
- L. Bear in mind that members of the crowd may attempt to use lethal force by means other than firearms (for example, bricks or Molotov cocktails). Line cover officers may focus OC spray and extended range kinetic impact projectiles to control and arrest or defend against individuals conducting these types of activities.
- M. During a field force operation, deadly force will only be used when authorized by the command post. However, there may be situations when it may be necessary for a line officer to use deadly force.
- N. Mass Arrest Procedures. Officers should keep in mind that the primary purpose of a Field Force Operation is to restore order. The operation should provide an opportunity for subjects participating in unlawful assemblies to disperse. In some cases, however, arrests will be necessary. A group of passive protesters may commit an unlawful assembly, such as a civil disobedience action blocking a roadway. After multiple

announcements have been made and it is decided to arrest the members of the group, the group will be contained or encircled. All subjects within the encircled assembly will be arrested without exception. Officers should refer to General Order 1.08 for Mass Arrest Procedures.

IX. FIELD FORCE REPORTING

- A. During a field force operation, officers will document use of force incidents on an Officer Defensive Action Report if sufficient information is available. If it is not, the officer will document the information on his or her Incident Supplement. Whenever possible, the officer will have the opportunity to review video of a use of force incident prior to reporting. This will be most effective when participating in an arrest. It may be more difficult when using force defensively when no arrest is completed. Internal Affairs personnel should be tasked with conducting all necessary reviews at the scene. Internal Affairs will conduct interviews when possible and review available photographs and video when less lethal munitions are deployed.
- B. All officers involved in the field force operation in any capacity will complete an Incident Supplement detailing their participation.
- C. The Field Force Commander will complete an after action report which will detail all critical aspects of the operation. This report will include an evaluation and any recommendations. The log which was maintained will also be included in the permanent record.

X. EQUIPMENT INSPECTION

- A. In order for a field force to be effectively organized and deployed, each officer must have the proper equipment available at the moment it is needed.
- B. Division and Unit Commanders will cause regular inspections to be made of the field force equipment issued to the officers under their command (Section VI B 1-4 of this general order) to ensure that every officer of the Department has this equipment in their possession at all times while they are on-duty.
- C. The field force trailers are assigned to the Police Academy. The Academy Commander or his designate will conduct monthly inspections of the trailers and the vehicle used to tow them. Equipment contained in the trailers includes shields, extra gas masks, extra handcuffs, and extra helmets.
- D. The Range maintains smoke, CS and stingballs. The Academy Commander will ensure that all such equipment is maintained and inspected monthly.
- E. The Special Operations Unit maintains less lethal munitions systems. The SOU Commander will ensure that all such equipment is maintained and inspected monthly.

XI. TRAINING

- A. All officers will undergo practical training for field force operations during basic academy training.
- B. Officers will review training videos or participate in discussion and policy review training during roll call or at their duty stations annually.
- C. Officers will participate in practical or computer based (Power DMS) refresher training every three years. The Academy will coordinate this training.

- D. Personnel should receive specific training based upon such considerations as their rank and expected role during a crowd control or field force event.
- E. Officers who have not been trained to deploy CS or less lethal munitions will not be assigned these tasks during a civil disturbance.