



DAVIE POLICE DEPARTMENT  
156  
CIVIL DISTURBANCE AND CROWD MANAGEMENT

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Approved:   
Stephen Kinsey, Chief of Police

## I. PURPOSE:

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The purpose of this policy is to establish guidelines for managing crowds, protecting individual rights, and preserving peace during demonstrations and civil disturbances.

## II. POLICY:

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It is the policy of the Davie Police Department to 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.

## III. DEFINITIONS:

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- 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 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, personal training and other means.
- D. **Demonstration** – A lawful assembly of persons organized primarily to engage in free speech activity. These may be scheduled events that 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.
- E. **Flex cuffs** – A reinforced plastic band with a locking device that permits the strip to be formed into a loop and irreversibly tightened over the wrists. Only department-issued flex cuffs will be used.
- F. **Incident Commander** – The supervising authority at the scene of the incident.

## IV. PROCEDURES:

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### A. PREPARATION FOR PLANNED EVENTS

1. Every effort should be made to make advance contact with event organizers and to gather the following information about the event to ensure accurate assignment of personnel and resources: **[17.09]**
  - a. What type of event is involved? **[17.09B]**
  - b. When is it planned? **[17.09B]**
  - c. Is opposition to the event expected? **[17.09B]**
  - d. How many participants are expected? **[17.09B]**
  - e. How was the event advertised to the public? **[17.09B]**
  - f. What are the assembly areas and movement routes? **[17.09B]**
  - g. Have the appropriate Town of Davie permits been issued? **[17.09B]**
  - h. Who are the potential counter-protest groups?
2. Other considerations for a planned demonstration are the following:
  - a. Is there a need to request mutual aid? **[17.09C]**
  - b. What critical infrastructures are in the proximity of the event?
  - c. Have other appropriate agencies such as Fire Rescue/EMS been notified? **[17.09C]**
  - d. What is the appropriate level of properly equipped personnel to be allocated to ensure the safety of bystanders, officers and demonstrators?
  - e. Will off-duty personnel be required?
  - f. What is the history of conduct at such events?
  - g. What actions, activities or tactics are anticipated, to include the use of demonstrator devices designed to thwart arrests?
  - h. Is there a history of violence between the group demonstrating and potential counter-protest groups?
  - i. Are event organizers cooperative? **[17.09C]**
3. The Incident Commander (IC) or a designee will prepare an Incident Action Plan subject to the

approval of the Patrol or Special Operations Division Commander or designee. **[17.01C]** **[17.09A]**  
The plan shall address the following and be distributed to all participating members and agencies:

- a. Command assignments and responsibilities; **[17.09C]**
- b. Personnel, unit structure, and deployment considerations to include the need for special response teams (i.e. Mobile Field Force, Special Response Team, Crisis Response Team, Media Relations Unit, extrication teams, Fire Rescue/EMS and plain clothes officers);
- c. Regular communication with the legal advisor; **[17.09C]**
- d. Liaison with event planners; **[17.09C]**
- e. Liaison with outside agencies; **[17.09C]**
- f. Pre-event intelligence analysis;
- g. Transportation, support and relief of personnel;
- h. Replenishment of expended equipment or munitions;
- i. Transportation of arrestees; **[22.14]**
- j. Arrestee processing areas; and **[22.14]**
- k. Any laws, ordinances or administrative rules specific to the event.

## B. MANAGING EVENTS

1. Reasonable restrictions may be imposed based upon time, place and manner in which persons assemble and engage in free speech activity by the appropriate authority. This agency shall place only those limitations and restrictions on demonstrations necessary to maintain public safety and order.
2. An Incident Command System (ICS) shall be used in crowd management and civil disturbances to ensure control and unified command. Please refer to General Order 150 – *Critical Incident Response*. **[17.01A]**
3. The primary objectives of the Incident Commander at a civil disturbance are to accomplish the following: **[17.01C]**
  - a. Protect persons, regardless of their participation in the disturbance.
  - b. Disperse disorderly or threatening crowds in order to eliminate the immediate risks of continued escalation and further violence.

- c. Arrest law violators, including those responsible for property damage, and remove or isolate persons inciting violent behavior.
4. Participating sworn personnel shall be briefed by the Incident Commander what to expect and the appropriate responses. They shall be informed that the Incident Commander or their designee shall be responsible for ordering any response deemed appropriate. **[17.01A]**

#### C. GENERAL CROWD RESPONSE **[17.01C]**

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. Uniformed personnel shall wear their badges and nameplates or other identification in a visible location on their person at all times.
3. Sworn personnel shall be positioned in such a manner as to minimize contact with the assembled crowds.
4. Sworn personnel 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.
5. 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.
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. If available, any audio and video recording of the department's crowd response shall 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.

#### D. RESPONSE TO SPONTANEOUS CIVIL DISTURBANCES **[17.01A]**

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 communications of the nature and seriousness of the disturbance, particularly the presence of any weapons, the location and estimated number of participants, current activities (i.e. blocking traffic), direction of movement, and ingress and egress routes for emergency vehicles;

- c. Ensure an adequate number of backup sworn personnel are enroute; and
  - d. Attempt to identify crowd leader(s) and individuals engaged in criminal acts.
2. Upon notification of a civil disturbance, the on-duty supervisor will respond to the scene and take command as the Incident Commander. The Incident Commander shall take the following steps:
- a. Deploy officers at vantage points to report on crowd actions;
  - b. Establish a perimeter sufficient to contain the disturbance and prohibit entry into the affected area;
  - c. Assist with evacuating uninvolved individuals;
  - d. Establish a command post based on the proximity to the scene, space availability and security to include a staging area for emergency responders and equipment;
  - e. Evaluate the need for establishing a separate radio channel for communication between members assigned to handle the disturbance;
  - f. Move and reroute pedestrian and vehicular traffic around the disorder;
  - g. Control unauthorized ingress and egress by participants;
  - h. Ensure adequate security is provided to Fire Rescue and EMS personnel in the performance of emergency tasks;
  - i. Ensure that support and relief for personnel are available;
  - j. With the assistance of the Media Relations Unit, establish staging points for media representatives;
  - k. Photographs or video evidence is preserved of crowd actions and officer response and any injuries sustained by law enforcement officers or the public; and
  - l. Determine the need for full mobilization of sworn officers and the recall of off-duty officers are determined.
  - m. Notify the Chief of Police via the chain of command.
  - n. Contact the Patrol or Special Operations Division Commander to mobilize the Field Force Team, if needed.

#### E. 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 goal of the Davie Police Department is to resolve the incident peacefully, but that acts of violence will be dealt with swiftly and decisively.
  - c. Identify specific violent and disruptive individuals for arrest.
2. Prior to issuing dispersal orders, the Incident Commander should ensure that all potentially necessary law enforcement, Fire Rescue/EMS equipment and personnel are on hand to successfully carry out tactical operations and that logistical needs for making mass arrests are in place.
  3. When the Incident Commander has made a determination that crowd dispersal is required, he or she shall direct unit commanders, where time and circumstances permit, to issue warnings prior to taking action to disperse the crowd.
    - a. The warning shall consist of an announcement citing the offenses or violations being committed, an order to disperse, and designated dispersal routes.
    - b. A second and third warning should be issued at reasonable time intervals before designated actions are taken to disperse the crowd.
    - c. Where possible, the warnings should be audio or video recorded and the time and the names of the issuing officers recorded in an event log.
  4. Specific crowd dispersal tactics should be ordered as necessary where the crowd does not heed warnings. These include, but are not limited to, any one or combination of the following:
    - a. Display of forceful presence to include police lines combined with motorcycles, law enforcement vehicles, mounted units, bicycle units, and mobile field forces;
    - b. Multiple simultaneous arrests;
    - c. Use of less lethal options (chemical spray, munitions, etc.);
    - d. Law enforcement formations and the use of batons and shields for forcing crowd movement; and
    - e. Officers will adhere to General Order 407 – *Response to Resistance* when responding to resistance.

#### F. CROWD RESPONSE RESTRICTIONS AND LIMITATIONS

1. Officers will adhere to General Order 407 – *Response to Resistance*.
2. Unless exigent circumstances justify immediate action, sworn members shall not independently make arrests or employ force without command authorization.

3. The following restrictions and limitations on the available department resources may be observed during demonstrations and civil disturbances. In all cases, weapons will be carried and deployed only by trained and authorized sworn personnel.
  - a. K-9 teams may respond as backup when appropriate but will not be deployed for crowd control (e.g. containment or dispersal). Canines should remain in patrol vehicles or other secure locations and, when reasonably possible, out of the view of the crowd. Canines may be deployed in appropriate circumstances related to bomb detection, pursuit of felony suspects in buildings and any other exigent circumstance. The use of K-9 teams will be determined by both the K-9 supervisor and Incident Commander.
  - b. Horses may be used to contain, control, and direct groups in nonviolent demonstrations as appropriate. They should not be used against passively resistant demonstrators, including those who are sitting or lying down. Unless exigent circumstances exist, horses should not be utilized when the use of chemical agents is anticipated or deployed. The use of horses will be determined by the Mounted Unit supervisor and the Incident Commander.
  - c. Motor vehicles may be used to contain, control, direct and rescue persons as appropriate but shall not be intentionally brought into contact with them unless the use of deadly force is authorized.
  - d. Bicycles may be used to control and move persons as appropriate. Bicycles will only be utilized by sworn members who have completed an agency-approved bicycle operations training course.
  - e. The use of impact projectiles, chemical agents and electronic control devices will be determined by the Incident Commander and/or Mobile Field Force Commander. Their use will strictly adhere to the guidelines articulated in their respective general orders.
  - f. Special Response Team may be utilized for emergency events such as overwatch, officer or victim rescue, building/facility security, or other situations that require special tactics or as directed by the SRT Commander and in accordance with General Order 521 –*Special Response Team*.

#### G. MASS ARRESTS [22.14]

1. During a civil disturbance, it may be necessary to make arrests of numerous individuals over a relatively short period of time. For the process to be handled efficiently, safely and legally, the following should be observed:
2. Mass arrests should be conducted by designated squads determined by the Incident Commander and/or Mobile Field Force Commander.
3. Supervisors on scene or as part of pre-operation planning may select a location that is designated as a staging area for arrestee processing. The police department's Holding Facility may be used as a holding area prior to transport to the Broward County Jail Facility, contingent upon capacity restrictions.
4. An adequate secure area should be designated for holding arrestees after processing and while awaiting transportation to a detention center.

5. Arrest teams should be advised of the basic offenses to be charged in all arrests, and all arrestees should be advised of these charges.
6. Arrestees who are sitting or lying on the ground but agree to walk shall be escorted to the transportation vehicle for processing. Two or more officers should carry those who refuse or cannot walk.
7. Department-issued flex cuffs may be used as an alternative to handcuffs when making arrests.
8. Arrestees shall be searched incident to arrest for weapons, evidence of the crime of arrest, and contraband.
9. The arresting officer will mark the envelope with the following information:
  - a. Arrest number visible in bold letter;
  - b. Prisoner's name and date of birth;
  - c. Time and date of arrest;
  - d. Location of arrest;
  - e. Offense charged; and
  - f. Arresting officer's name and identification number.
10. The probable cause affidavit, evidence, and prisoner property (with receipt) will be placed inside the envelope, which will be given to the processing or transporting officer.
11. When necessary, the following additional steps will be taken as a cautionary measure to ensure the proper identification of prisoners:
  - a. A photograph will be taken of the prisoner with the arresting officer holding the envelope so that the arrest number is visible.
  - b. The prisoner's right thumbprint will be imprinted on the face of the envelope.
  - c. The arrest number may be placed on the probable cause affidavit, temporary flex cuffs/straps, property receipt, property bag, and photographs.
12. Anyone who is injured, including arrestees, shall be provided medical attention. Photographs will be taken of all known injuries.
13. Designated sworn personnel will transport prisoners to the Davie Police Department holding facility or county jail. Personnel shall be designated in advance of any operation when possible.
14. All relevant procedures will be followed for juvenile prisoners in accordance with General Order 432 - *Juvenile Procedures*.



## H. DEACTIVATION

1. When the disturbance has been brought under control, all personnel engaged in the incident shall be accounted for and an assessment and documentation made of personal injuries. For injuries incurred during the line of duty, a *First Report of Injury Report* will be completed and submitted.
2. Witnesses, suspects, and others should be interviewed or questioned.
3. All necessary personnel should be debriefed as required.
4. An inventory of expended equipment will be completed for replacement.
5. All written and supplemental reports shall be completed as soon as possible after the incident.
6. The Incident Commander will complete an After Action Report within 72-hours of the conclusion of the incident and will submit the report to the Patrol or Special Operations Division Commander. **[17.01E]**

## I. TRAINING

1. Sworn personnel will receive initial training on the appropriate response to civil disturbances and crowd control. **[17.01D]**
2. Additionally, operational exercise strategies for responding to civil disturbances and crowd control will be incorporated in periodic in-house training, multijurisdictional training events, special operations/teams training or other training events deemed necessary by a Unit/Teams Commander or Division Commander. **[17.01F]**
3. All training events will be conducted in accordance with General Order 200 – *Training and Career Pathing*. The designated Division Commander will ensure the training is documented and stored in accordance with state public records retention laws.

## J. POST INCIDENT FOLLOW UP

1. Incident Debriefing: The incident commander or designee will conduct an incident debriefing immediately following the incident, or as soon as reasonably possible, and will include all essential personnel involved in the incident. The debriefing will attempt to identify both positive and areas of improvement related to the deployment with the intent of addressing areas where improvements can be made.
2. After-Action Reports: Following any incident involving the Quick Response Force Team, an After-Action Report will be completed by the incident commander or designee in accordance with applicable department general orders or written directives. **[17.01E]**
3. Critical Incident Stress Debriefing: These debriefings are intended to ensure the well-being of incident personnel and inform them of special services that may be available if any physical or psychological problems are experienced as a result of the incident. These briefings will not be ignored by personnel directed to attend.