



UW-Madison Police Department

Policy: 46.6

SUBJECT: CROWD MANAGEMENT

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POLICY:

The UW-Madison Police Department shall provide a response to demonstrations, protests, and events requiring crowd control to protect the interests of the University while safeguarding the rights of individuals. The Department shall intercede in crowd situations that become dangerous, and to restore order as soon as practical.

DEFINITIONS:

“Crowd management” refers to the art of dealing with masses of people: peaceful, orderly, violent, or chaotic.

“Device” for this policy’s purpose, refers to an item that unlawfully and/or unreasonably impedes traffic, and/or restricts the public’s freedom of movement, and/or jeopardizes public safety.

PROCEDURE:

46.6.1 EVENT ADMINISTRATION

The following establishes procedures pertaining to the administration of an event involving protests, demonstrations, and crowd management:

- A. Information regarding planned demonstrations should be referred to the Special Events Lieutenant. The Manager on Call (MOC) should be contacted if the Special Events Lieutenant is unavailable. Department personnel may be assigned to gather intelligence on a known event or a category of events.
- B. When it becomes known that a demonstration is scheduled, The Special Events Lieutenant or designee should assign personnel as needed to plan the police response. If necessary, this response may include the establishment of a briefing site, command post, staging area, and media site, as well as needed staffing, communications, equipment, vehicles, and logistics. For unplanned demonstrations that create a disturbance that is in progress before the police are called, the Incident Command System (ICS) should be adhered to while additional resources are obtained, and a plan should be developed when possible. The staff person assigned as the Incident Commander for an upcoming event should use the Incident Action Plan (IAP) guidelines manual to develop the IAP for large scale events.
- C. For large-scale events an IAP shall be developed and should contain, as needed, the following information:
 - 1. If a command post is needed, one shall be established at a potentially secure location. A location near the site of the event may be beneficial. Security, access and communications for those who will be managing the incident shall be considered when establishing the Command Post.
 - 2. If a staging area is needed, one shall be established separate from the Command Post, at a potentially secure site near the area where the event is expected to occur or remain. Site security and access for officers and vehicles assigned to the event are the primary considerations when establishing a staging area.
 - 3. If it is likely that a number of media representatives may attend the event, a media contact site may be designated away from the Command Post and the Staging Area.
 - 4. A simple Situation Statement that clearly identifies the problem facing the organization, followed by a brief synopsis of historical information relative to the protesting group’s possible actions should be developed. Next, a brief synopsis of information on any counter-protest groups, followed by a brief description of the operation area. The final portion of the Situation Statement should be a short description of the overall police mobilization.
 - 5. Statement of Objectives. This should clearly and concisely define the goal of the Department operation. If multiple goals are defined, they should be identified in priority order.

6. Concept of the Operation. This should track the expected actions of the police from briefing through critique and demobilization.
7. Plan Execution. This should make specific assignments to all units involved in the operation.
8. Logistics. This is the logistical plan and should include reporting instructions, uniform requirements, timekeeping, medical support, communications issues, arrest, jail and court processing, and provisions for meals and breaks.

46.6.2 RESPONSE PROCEDURES

The following shall govern response procedures for protests, demonstrations, and crowd control events:

- A. Whenever possible, the response should begin with an event briefing, followed by the establishment of incident command and deployment of assigned personnel.
- B. The Special Events Lieutenant or designee shall ensure all assigned officers are briefed on the IAP, their assigned duties, and expectations regarding communications.
- C. Mobile Field Force tactics may be employed for non-static problems. Sufficient vehicles should be employed to move a number of officers quickly. Vehicles should have assigned drivers and passengers. Security should be arranged at the site where vehicles will be staged. Secure sites should be utilized when possible.
- D. Officers who may be holding a line or used in various formations should be assigned in small groups with a Mini-Team Leader (often a supervisor) for each group, who should in turn report to an area or site supervisor, who should report to the Incident Commander. If possible, each mini-team should have at least one member equipped with a body worn camera and activate the camera to record while on deployment.
- E. Arrest teams should be designated, as needed.
- F. If large numbers of arrests requiring transport and booking are likely, this activity should be coordinated with the Dane County Sheriff's Office and a Department police/court liaison.
- G. Units or individual officers with specialized training and equipment may be required. These include but are not limited to grenadiers, hazardous device team, and surveillance details.
- H. Trained media expeditors may be used to facilitate media contact at the direction of Incident Command. Media has free access to public areas not controlled by the police. Media inquiries should be directed to the assigned PIO.

46.6.3 CROWD CONTROL-USE OF FORCE

- A. Crowd control force options include limited provisions for individual decisions or actions. Officers should strive to remain neutral. Verbal abuse is common in disturbance situations.
- B. Officers should not initiate arrests for verbal abuse or disorderly conduct within the crowd without supervisory direction, especially when doing so would compromise the staffing of a line or post.
- C. Directives regarding the use of less lethal and non-lethal projectiles for crowd control are identified in the general use of force and chemical and specialty impact munitions policies in department directive 1.3 Response to Resistance.

46.6.4 POST-INCIDENT ACTIVITIES

- A. After dispersal of the crowd/demonstrators, the need for maintaining a police presence should be assessed. A limited, visible presence may be needed for a number of hours after the event.
- B. An incident report shall be generated for the demonstration, to be completed by the Incident Commander or designee, as soon as practicable without delay. The report should describe the event and response in general terms, should include estimates of crowd size, and reference any more specific incident reports related to the event. The overall outcome of the event should be summarized in the primary report.

- C. Individual arrests or crimes that occur in conjunction with the event should be documented by supplementary reports, and arrest reports when appropriate, linked to the original case number. Individual arrests, crimes, or uses of force that occur at separate times or place(s) shall be documented in additional separate incident reports, and arrest reports when appropriate, and then linked/referenced to the original case number.
- D. For major disturbances or events where a significant amount of police action was taken, a debriefing of the event may be scheduled, with a focus on improving responses to future incidents of a similar nature.

46.6.5 POLICE EXTRICATION RESPONSE UNIT (PERU)

- A. Purpose: The PERU team was created to respond to protest events where devices are being used that unlawfully and/or unreasonably impede traffic, and/or restrict the public's freedom of movement, and/or jeopardize public safety. The PERU team has the specialized training and skills to extricate persons from these devices.
- B. PERU personnel shall strive to balance the rights of demonstrators to peacefully gather, demonstrate and air grievances with the rights of the community at large. PERU personnel shall attempt reasonable de-escalation of any situation, attempt to gain voluntary compliance first, and use extrication techniques as a last resort except under exigent circumstances.
- C. Team Composition:
 - 1. The PERU team serves at the direction of the Crowd Management Commander or designee.
 - 2. The UWPD PERU team consists of Sworn Police Officers and Non-Sworn Security Officers.
 - 3. All PERU team members shall be trained in Field Force Extrications (FFE) within two years of assignment to PERU team.
 - 4. PERU team members shall not operate any handheld or power tools during an extrication prior to receiving FFE training.
 - 5. PERU team members can operate handheld or power tools during PERU team training prior to official FFE training, provided they receive training on the specific tool prior to its use during a PERU team training session.
 - 6. The PERU team shall undergo annual refresher training on tools and tactics.
- D. Procedure:
 - 1. Officers shall ensure the safety of demonstrators, the public at large, and themselves when a device has been deployed as a demonstration technique.
 - 2. Officers on scene shall notify the command post that a device is being used. If a command post is not operational, the officers on scene shall notify the Officer in Charge (OIC) and/or MOC that a device is being used.
 - 3. The assigned Crowd Management Commander or designee can authorize deployment of the PERU team.
 - 4. The PERU team shall utilize techniques based on training, following all UWPD response to resistance guidelines in UWPD Written Directive 1.3 Response to Resistance
 - 5. The PERU unit shall not begin an extrication until the scene is deemed safe/stable by the PERU team commander or designee.
- E. PERU Team Activation
 - 1. A request for the PERU Team to be activated shall be made by the Incident Commander or designee. The PERU Team shall not be deployed into an active riot type situation where items are being thrown at officers, or where there is a high likelihood of injury. Deployments will be at the discretion of the PERU Team Commander or designee.
- F. Equipment
 - 1. Two PERU team members shall be assigned to conduct quarterly inventories of all equipment. PERU equipment shall be used for official use only. If PERU equipment is needed for other department authorized activities, an email notification must be made to the PERU team commander informing of the use of equipment.

2. A function check of all power tools and generators shall be completed and documented along with the quarterly inventory. If any of the equipment is not functioning, the PERU team commander shall be notified via email to coordinate repair or replacement.
3. Any PERU equipment not functioning properly, damaged, or dysfunctional shall be taken out of service and not used until repaired or replaced.
4. PERU team members shall not carry PERU equipment outside of deployments, or during the course of their regular duties unless authorized by the PERU team commander or their designee. Equipment shall be stored in the designated department issued trailer.

G. Safety Equipment

1. The department shall provide Personal Protective Equipment (PPE) for all PERU members who shall wear all appropriate PPE during deployments and trainings.
2. During any extrication, the PERU team shall provide any necessary PPE and take any reasonable precautions to ensure the safety of the arrested person, the public, and other officers.

H. Medical

1. The PERU team commander or designee shall request paramedics be on standby, and with the help of the Crowd Management Commander or Command Post, determine a reasonable location for the ambulance to stage.

I. Documentation

1. All members of the PERU team shall complete a primary, arrest, and/or supplemental report documenting their deployment, use of force, and activities related to the extrication of an arrested person from a device.

J. Mutual Aid

1. The PERU team may be deployed pursuant to a mutual aid request from another agency with the approval of the Field Services Captain or designee. If the Field Services Captain or designee are unavailable, the MOC may approve deployment in a mutual aid capacity.