

**FM 19-15**

**DEPARTMENT OF THE ARMY FIELD MANUAL**

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**CIVIL DISTURBANCES  
AND DISASTERS**



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## CIVIL DISTURBANCES AND DISASTERS

FM 19-15, 25 March 1968, is changed as follows:

1. Remove old pages and insert new pages as indicated below:

<i>Old pages—</i>	<i>New pages—</i>
5-3 and 5-4 .....	5-3, 5-4 and 5-4.1
6-1 and 6-2 .....	6-1, 6-2 and 6-2.1
7-4.1 and 7-4.2 .....	7-4.1 and 7-4.2

2. Changed material is indicated by a star.
3. File this change sheet in front of the manual for reference purposes.

By Order of the Secretary of the Army:

Official:

**VERNE L. BOWERS**  
*Major General, United States Army,*  
*The Adjutant General.*

**W. C. WESTMORELAND,**  
*General, United States Army,*  
*Chief of Staff.*

Distribution:

To be distributed in accordance with DA Form 12-11 requirements for Civil Disturbances and Disasters.



## Section II. PERSONNEL PLANNING

### 5-5. General

Personnel planning is the staff responsibility of the force G1/S1 and involves the development and delineation of specific guidance on personnel matters as they pertain to civil disturbance control operations. In addition to the personnel considerations discussed in chapter 4, personnel planners must give careful consideration to each area for which they are responsible and insure that the procedures are adaptable to civil disturbance control operations. Special consideration must be given to the areas of morale and welfare, discipline, law, and order, and necessary administrative actions.

### 5-6. Morale and Welfare

Morale and welfare are areas of particular significance in planning for civil disturbance control operations because of the restrictions imposed on the troops. Because control forces must perform their duties under great physical and mental stress, such services as rest and recreational facilities, postal services, religious activities, exchange services, special services activities, legal assistance and financial services are extremely important. These services will contribute to the maintenance of high morale among the civil disturbance control forces.

### 5-7. Discipline, Law and Order

Personnel planning must make provisions for the maintenance of discipline, law and order. Directives must be published which clearly set forth the standards of conduct and appearance expected of troops in the performance of their control mission. Their relationships with, and attitudes toward, civilians must be stressed.

### 5-8. Administration

Personnel actions must be planned for and administrative procedures developed to meet requirements that result from the commitment of forces to civil disturbance control duty. This includes those actions required prior to commitment and those that reasonably can be expected to take place during the operation. Such items as care of dependents and personal property left at home station, handling of indebtedness, emergency leave, sickness and injury, should be considered and provided for in personnel plans. To insure that personnel matters are properly handled in the objective area, representatives of unit personnel sections must accompany the control force.

## ★Section III. INTELLIGENCE PLANNING

### 5-9. General

a. The sensitivity of accomplishing the intelligence task associated with civil disturbances, particularly the function of collection, requires that all personnel engaged in civil disturbance operations be familiar with and adhere to the definitive policies established by the Department of the Army.

b. At the national level the Department of the Army relies upon the Department of Justice to furnish:

(1) Civil disturbance threat information required to support planning throughout the Army for military civil disturbance needs.

(2) Early warning of civil disturbance situations which may exceed the capabilities for control by local and state authorities.

c. Army intelligence resources are not used for the collection of civil disturbance information until the Department of the Army or other competent authority has made a determination that there is a distinct threat of civil disturbance beyond the capability of local and State authorities to control. Even after this determination has been made, the Army does not acquire, report, process, or store civil disturbance information on civilian individuals or organizations whose activities cannot, in a reasonably direct manner, be related to the distinct threat of a civil disturbance which may require the use of Federal military forces. Intelligence activity will be only as specified in paragraph 5-10.

d. Civil disturbance plans and support material do not include a listing of organizations

and personalities not affiliated with the Department of Defense. Exceptions to this policy are compilations of:

(1) Listings of local, State, and Federal officials whose duties include responsibilities related to the control of civil disturbances.

(2) Appropriate data on vital public and commercial installations/facilities or private businesses and facilities which are attractive targets for persons or groups engaged in civil disorders.

*e.* When the Department of the Army or higher authority directs that Federal troops be placed on standby or be committed to assist in restoring order, those troop elements involved are responsible for processing civil disturbance information obtained by liaison personnel.

*f.* The production of intelligence, when authorized, is accomplished under the supervision of the intelligence officer; however, the collection effort required is a coordinated and continuing one on the part of all concerned. The collection effort undertaken pursuant to the provisions of paragraph 5-10 must be based on essential elements of information required for sound local planning and conduct of operations. The collocation of command posts and the establishment of joint operation centers facilitates the collection and exchange of information. Rapid dissemination of this information is essential to enable quick and effective response by the task force.

### 5-10. Collection

*a.* Military intelligence elements possessing counterintelligence resources will maintain the capability to collect civil disturbance threat information during a period in which there is a distinct threat of or actual civil disturbance requiring the use of Federal military forces.

*b.* On activation by the Department of the Army or other competent authority military intelligence elements possessing counterintelligence capability will:

(1) Establish and maintain liaison with appropriate local, State, and Federal authorities.

(2) Through liaison with civil authorities, collect civil disturbance information concern-

ing incidents, general situation, and estimate of civil authorities as to their continued capability to control the situation.

(3) Report collection results to Department of the Army in accordance with current plans.

(4) Keep appropriate commanders informed.

(5) Provide intelligence support to the personal liaison officer, Chief of Staff, Army, and the task force commander on arrival in the affected area.

(6) Recommend methods of overt collection, other than liaison, if required, to Department of the Army for approval.

*c.* Military intelligence elements may employ methods of collection other than liaison only on order of Department of the Army.

*d.* Covert agent operations are not used to obtain civil disturbance information on individuals or organizations without specific advance approval of each operation by the Under Secretary of the Army.

*e.* Basically, the following essential elements of information will be required for sound planning and operations once approval has been received.

(1) Objectives of elements which are a distinct threat to cause or are causing civil disturbances.

(2) Times and locations of disturbances.

(3) Causes of disturbances.

(4) Existence of individuals, groups or organizations which have distinctly threatened or are creating disturbances.

(5) Estimated number of persons who will be or are involved in civil disturbances.

(6) Assembly areas for crowds.

(7) Presence and location of known leaders and individuals who are a distinct threat to cause civil disturbances.

(8) Organization and activities planned by the leaders referred to in (7) above.

(9) Source, types, and location of arms, equipment, and supplies available to the leaders referred to in (7) above.

(10) Use of sewers, storm drains, and other underground systems by the elements referred to in (1) above.

(11) Identification of new techniques and

equipment not previously used by elements referred to in (1) above.

(12) Attitude of general populace towards:

(a) Groups causing civil disturbances.

(b) Civil law enforcement authorities.

(c) Federal intervention to control the disturbance.

(13) Possible threat to public property including private utilities.

(14) Communications and control methods employed by elements referred to in (1) above.

### 5-11. Sources of Information

a. When approval to collect by overt methods has been received, commanders should utilize the sources listed below. Close coordination with local authorities will prove most valuable and will provide a current appraisal of community tensions.

(1) Civil law enforcement agencies at Federal, State, and local levels.

(2) Newspapers, magazines, radio, television, and other news media.

(3) Maps and photographs.

(4) Aerial reconnaissance.

(5) Ground reconnaissance and patrol observations.

(6) Unit personnel who reside in the area.

(7) Military units and/or personnel stationed in the area.

(8) Civil defense and related organizations.

(9) Individual members of the task force.

b. Agencies and sources of information available in each of the potential trouble spots will be identified and periodic reports will be obtained by liaison personnel to update the intelligence pertaining to the area pursuant to the limitations and provisions of paragraph 5-10b.

c. Maps of areas considered to be potential civil disturbance sites should be prestocked at unit level. The Army Topographic Command maintains and continuously revises reproducible and is prepared to accomplish printing and delivery of operational quantities of maps to both military and civilian organizations.

Maps are standardized with respect to scale and overprint of intelligence information, and should be used by civil agencies as well as military units. Unit plans should also include use of aerial reconnaissance and aerial photo missions to verify map accuracy and obtain updated information as required during operations.

### 5-12. Storage

a. Army elements must be prepared to store civil disturbance information during a period in which there is a distinct threat of or an actual civil disturbance requiring the use of Federal military forces.

b. Civil disturbance information relating to persons or organizations is not stored except on order of the Department of the Army.

c. Spot reports generated by activation of civil disturbance information collection are destroyed within 60 days following the termination of the situation to which they refer.

d. After-action reports, where required for clarity, may contain names of individuals or organizations that were directly involved in the civil disturbance being reported. Inclusion of names of organizations and individuals is kept to the absolute minimum for the purpose of the report.

e. Upon termination of a civil disturbance situation, the nature and extent of all accumulated files other than spot reports and after-action reports are reported to Department of the Army with a recommendation for destruction or release to the Department of Justice.

f. Computerized data banks for storage of civil disturbance information are not instituted or retained without the approval of the Secretary of the Army.

#### 5-12.1. Reporting

a. Army elements maintain the capability of reporting civil disturbance information.

b. Civil disturbance information reporting is activated only by Department of the Army or other competent authority.



## CHAPTER 6

### TRAINING

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#### 6-1. General

*a.* Units must be effectively trained for operations in any civil disturbance situation to which they may be committed. Such training is designed to give each individual an understanding of the entire subject area and enable him to function efficiently both individually and as a member of a unit. This training must be sufficiently intensive and continuing to develop individuals to the point that they will carry out distasteful and dangerous assignments with disciplined response to orders and an objective attitude. Throughout this training, it is repeatedly stressed that personnel must not pass on rumors or discuss the operation with unauthorized personnel.

*b.* The training requirements outlined below represent subject areas which as a minimum should be included in any civil disturbance training program. Many of the areas are standard requirements for most training programs while others are specifically oriented toward civil disturbance control missions. Each commander must determine the need for training in each area based upon the prior training and experience of his personnel and the degree of proficiency already obtained by his unit. To assist the commander in this regard, Army Subject Schedule 19-6 contains further guidance in civil disturbance training, not only in the subject matter contained herein, but for essential integrated and concurrent training as well.

*c.* Personnel armed with the shotgun for civil disturbance control operations (para 7-11*b*) must be well trained in its use. Army Subject Schedule 19-12 provides uniform guidance for such training in all components of the Army. Common Table of Allowances 23-100-6 provides for 10 rounds of Cartridge, 12 gage shotgun no. 00 buckshot, per individual armed

with the shotgun, for familiarization. This ammunition should be utilized in the range firing exercise prescribed by the cited Army Subject Schedule.

*d.* In addition to the subject matter contained in this manual, the cited Army Subject Schedules, and other referenced publications, personnel responsible for training must keep abreast of current developments through reports in the public news media, after-action reports, and any other sources to which they have access. Lessons learned from such reports and sources should be used to enhance training and to keep it current.

#### 6-2. Training Requirements

Training of army units for participation in civil disturbance control operations should be designed to develop individual and unit proficiency in the subject areas listed in *a* through *am* below.

*a.* Role of the military in civil disturbances operations.

*b.* Policies and legal considerations.

*c.* Military leadership, responsibilities, and discipline including the minimum application of force.

*d.* Crowd and group behavior.

*e.* Crowd and group control.

*f.* Riot control agents and munitions.

*g.* Riot control formations.

*h.* Antilooting measures.

*i.* Antisniping measures.

*j.* Arson and protection of firefighters.

*k.* Operations in builtup areas.

*l.* Code of conduct.

*m.* Military courtesy.

*n.* Use of cameras and recording devices.

*o.* Report writing.

*p.* Public and community relations.

*q.* Use of the protective mask.



- r. Safety and first aid.
- s. Illumination devices.
- t. Prompt reporting of incident and intelligence information.
- u. Communications equipment and procedures in builtup areas.
- v. Night operations training.
- w. Apprehension and handling of detainees.
- x. Evacuee control.
- y. Patrolling techniques.
- z. Termination and relief operations.
- aa. Use of proclamations.
- ab. Special orders (GTA 21-2-7).
- ac. Joint operations.
- ad. Security.
- ae. Barricades and roadblocks.
- af. Firefighting equipment.
- ag. Rules for the use of force.
- ah. Physical training to enable troops to withstand long hours on patrols and static guard posts and in tiring formations.
- ai. Handling of evidence.
- aj. Plans such as alert plans, SOP, loading plans.
- ak. Mapreading.
- al. Weapons familiarization.
- am. Field exercises.

### 6-3. Psychological Training

A special need exists for training individuals in the psychological aspects of civil disturbances. Training in this subject area should be oriented both toward understanding crowd and mob behavior and toward preparing troops to control their own actions and emotions. Typical causes of civil disorders should be studied to give the troops a better understanding of why they may be called upon to control civil disorders. Group behavior should be efficiently discussed to show individuals what to expect. Further, troops must be made aware of the importance of their own behavior and the necessity of adjusting themselves to the noise and confusion created by a large number of people.

### ★6-4. Training in Special Orders

a. During required riot training all designated components of the U.S. Army, Navy, Air Force, and Marine Corps will be given famil-

iarization training in the following special orders:

(1) Carry out your assigned duties in a military manner and present a neat military appearance at all times. Be sure that everything you do reflects credit upon your country, the military service, your unit, and yourself.

(2) Have regard for the human rights of all persons. Be as courteous toward civilians as possible under the circumstances. Do not mistreat anyone or withhold medical attention from anyone needing it. Do not damage property unnecessarily.

(3) Use only the minimum amount of force required to accomplish your mission and, if necessary, to defend yourself. When under the control of an officer, you will load or fire your weapon only on his orders. When not under the control of an officer, you will load or fire your weapon only when required to protect your own life or the lives of others, to protect specified property designated as vital to public health or safety, or to prevent the escape of persons endangering life or vital facilities; you are not authorized to use firearms to prevent offenses which are not likely to cause death or serious bodily harm, nor endanger public health or safety.

(4) When firing is necessary, shoot to wound, not to kill.

(5) When possible, let civilian police arrest lawbreakers. But when assistance is necessary or in the absence of the civil police, you have the duty and the authority to take lawbreakers into custody. Take such persons to the police or designated military authorities as soon as possible. Cooperate fully with the police by safeguarding evidence and completing records as instructed.

(6) Allow properly identified news reporters freedom of movement, so long as they do not interfere with the mission of your unit.

(7) Do not talk about this operation or pass on information or rumors about it to unauthorized persons; refer all civilians who ask for information about what you are doing to your commanding officer.

(8) Become familiar with these special orders, and carry this card on your person at

all times when engaged in civil disturbance operations.

*b.* The intent of these special orders is to strike a balance in the use of force so as to avoid indiscriminate firing in civil disturbance situations and that of protecting the individual's inherent right of self-defense.

*c.* All personnel will possess a copy of the special orders while engaged in civil disturbance operations. They are available through publications distribution channels as GTA 21-2-7. Copies will be stockpiled at appropriate locations to facilitate expeditious distribution.



visible, tactics or force concentrations which might tend to excite rather than to calm should be avoided where possible.

(4) The measures described in (a) through (f) below may be applied in any order as deemed appropriate by the responsible commander, so long as their application is consonant with b(1) and (2) above, and otherwise in keeping with the situation as it exists.

(a) *Show of force.* A show of force is effective in various situations in civil disturbance control operations. When a crowd has assembled in an area, marching a well-equipped, highly disciplined control force into view may be all the force that is needed to persuade them to disperse and retire peaceably to their homes. When persons are scattered throughout the disturbance area in small groups, a show of force may take the form of motor marches of troops throughout the area, saturation patrolling, and the manning of static posts, or similar measures.

(b) *Employment of riot control formations.* Riot control formations are used to disperse massed mobs which do not react to orders of the control force instructing them to disperse, and retire peaceably to their homes. The employment of such formations is part of the show of force, and has a strong psychological effect on any crowd. While the use of fixed bayonets can add considerably to this effect (para 7-30-7-32, and app B), the danger of intentional or accidental injury to nonviolent participants or fellow law enforcement personnel precludes their use in situations where troops are in contact with a nonviolent crowd.

(c) *Employment of water.* Water from a firehose may be effective in moving small groups on a narrow front such as a street or in defending a barricade or roadblock. Personnel applying the water should be protected by riflemen and in some instances by shields. In the use of water, the factors discussed in 1 through 5 below should be considered.

1. Water may be employed as a flat trajectory weapon utilizing pressure, or as a high trajectory weapon employing water as rainfall. The latter is highly effective during cold weather.

2. Harmless dye may be placed in the water for future identification of participants by staining their clothing or bodies.

3. The use of a large water tank (750-1000 gal) and a powerful water pump mounted on

a truck with a high pressure hose and nozzle capable of searching and traversing will enable troops to employ water as they advance. By having at least two such water trucks, one can be held in reserve for use when required.

4. In using water, as with other measures of force, certain restraints must be applied. Using water on innocent bystanders, such as women and children, should be avoided. Avenues of escape must be provided; and the more severe use, flat trajectory application, should be used only when necessary.

5. Since the fire departments normally are associated with lifesaving practices rather than maintenance of law and order, consideration should be given to maintaining this image of the fire departments through the use of other than fire department equipment when using water for riot control and crowd dispersal.

(d) *Employment of riot control agents.* Riot control agents are extremely useful in civil disturbance control operations because they offer a humane and effective method of reducing resistance, and lessen the requirements for the application of more severe measures of force (para 7-33-7-38, and app C).

(e) *Fire by selected marksmen.* Fire by selected marksmen may be necessary under certain circumstances. Marksmen should be preselected and designated in each squad. Selected marksmen should be specially trained and thoroughly instructed. They may be placed on vehicles, in buildings, or elsewhere as required.

(f) *Full firepower.* The most severe measure of force that can be applied by troops is that of available unit firepower with the intent of producing extensive casualties. This extreme measure would be used as a last resort only after all other measures have failed or obviously would be impractical, and the consequence of failure to completely subdue the riot would be imminent overthrow of the government, continued mass casualties, or similar grievous conditions. It has never been used by Federal troops. See paragraph 7-11b as to the use of the shotgun in the application of force. See also paragraph B-4, appendix B, as to its use in formations.

(5) *Sniper fire.* The normal reflex action of the well trained combat soldier to sniper fire is to respond with an overwhelming mass of firepower. In a civil disturbance situation, this tactic en-

dangers innocent people more than snipers. The preferred tactic is to enter the building from which the fire originates. Darkening the street in order to gain protection from sniper fire is counterproductive. The following general approach should be emphasized in dealing with snipers (see para 7-26—7-29).

(a) Surround the building in which the sniper is concealed and gain access, using armored vehicles if necessary and available.

(b) Illuminate the area during darkness.

(c) Employ agent CS initially, if feasible rather than small arms fire. If CS is not successful, then use well aimed fire by expert marksmen. The number of rounds should be kept to a minimum to reduce the hazard to innocent persons.

(d) Arming of troops. Consistent with the controlling principle that he must use only the minimum force necessary to accomplish his mission, the commander may select any one of the following options for arming his troops:

Rifle	Bayonet		Ammunition Magazine	
	Scabbard	Bayonet	Clip	Chamber
At sling	on belt	In scabbard	In pouch on belt	Empty
At port	on belt	In scabbard	In pouch on belt	Empty
At port	on bayonet	Fixed	In pouch on belt	Empty
★At port	on belt	Fixed	In pouch on belt	Empty
At port	on belt	Fixed	In weapon	Empty
At port	on belt	Fixed	In weapon	Round chambered

While each of the above options represents an escalation in the level of force, they are not sequential in the sense that a commander must initially select the first option, or proceed from one to another in any particular order, so long as the option selected is appropriate considering the existing threat, the minimum necessary force principle is not violated. In the case of the M-14 and M-16 rifles, the scabbard for the bayonet when attached to the weapon obstructs the muzzle, preventing the weapon from being fired safely. When progressing to an option specifying that ammunition be in the weapon, it is essential that the scabbard first be removed from the fixed bayonet. (See b (5) and (6), and c (4) (b) above).

### 7-5. Command and Control

a. The chain of command and areas of responsibility must be clearly defined at all levels. Whenever practicable, the assigned unit boundaries

should coincide with the local police subdivisions to simplify coordination of activities in the area. Boundaries usually are located in streets or alleys with coordinating points at street intersections. When a street is designated as a boundary, responsibility for both sides of the street is given to one unit to insure proper coverage. Arrangements should be made to have civil police and troops operate together. In addition to the joint action by police and troops in the streets, arrangements should be made to exchange liaison officers at each headquarters from company through division on a 24-hour basis. Arrangements should also be made for the collocation of military and civilian police command elements.

b. On arrival in the area of operations, the troops must have had fully explained to them the permissible degrees of force, and restrictions in

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By Order of the Secretary of the Army:

W. C. WESTMORELAND,  
*General, United States Army,*  
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Official:

KENNETH G. WICKHAM,  
*Major General, United States Army,*  
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identified leaders, and gather and report information promptly.

- (5) Maintain mobile reserve forces to respond to emergencies.
- (6) Coordinate with civil authorities.
- (7) Maintain a psychological advantage.
- (8) Provide adequate communications.

#### ★7-4. Application of Force

*a. General.* The primary rule which governs the actions of Federal forces in assisting state and local authorities to restore law and order is that the task force commander must at all times use only the minimum force required to accomplish his mission. This paramount principle should control both the selection of appropriate operational techniques and tactics (*c* below) and the choice of options for arming the troops (*d* below). Pursuant to this principle, the use of deadly force (i.e., live ammunition or any other type of physical force likely to cause death or serious bodily harm) is authorized only under extreme circumstances where certain specific criteria are met (*b* below).

##### *b. Use of Nondeadly and Deadly Force.*

(1) Task force commanders are authorized to use nondeadly force to control the disturbance, to prevent crimes, and to apprehend or detain persons who have committed crimes; but the degree of force used must be no greater than that reasonably necessary under the circumstances. The use of deadly force, however, in effect invokes the power of summary execution and can therefore be justified only by extreme necessity. Accordingly, its use is not authorized for the purpose of preventing activities which do not pose a significant risk of death or serious bodily harm (e.g., curfew violations or looting). There may be civil disturbance situations in which the use of deadly force is not consistent with (2) below, but in which the commander cannot, with available resources, accomplish his assigned mission. In such cases, deadly force may not be utilized; the commander should report the situation and seek additional personnel or other resources from higher authority. All the requirements of (2) below must be met in every case in which deadly force is employed.

(2) The use of deadly force is authorized only where all three of the following circumstances are present:

(*a*) Lesser means have been exhausted or are unavailable.

(*b*) The risk of death or serious bodily harm to innocent persons is not significantly increased by its use.

(*c*) The purpose of its use is one or more of the following:

1. Self-defense to avoid death or serious bodily harm (see (3) below).

2. Prevention of a crime which involves a substantial risk of death or serious bodily harm (for example, setting fire to an inhabited dwelling or sniping); including the defense of other persons.

3. Prevention of the destruction of public utilities or similar property vital to public health or safety; or

4. Detention or prevention of the escape of persons against whom the use of deadly force is authorized in 1, 2, and 3 above.

(3) Every soldier has the right under the law to use reasonably necessary force to defend himself against violent and dangerous personal attack. The limitations described in this paragraph are not intended to infringe this right, but to prevent the indiscriminate firing of weapons and the indiscriminate use of other types of deadly force.

(4) In addition, the following policies regarding the use of deadly force will be observed:

(*a*) When firing ammunition, the marksman should if possible, aim to wound by firing at the lower extremities, rather than to kill.

(*b*) When possible the use of deadly force should be preceded by a clear warning to the individual or group that use of such force is contemplated or imminent.

(*c*) Warning shots normally should not be employed. Such firing constitutes a hazard to innocent persons and can create the mistaken impression on the part of citizens or fellow law enforcement personnel that sniping is widespread. However, there may be unusual situations in which lesser degrees of force have failed where warning shots would, in the judgment of the responsible commander, increase the possibility of controlling the situation without resorting to the use of deadly force. In such situations, if the hazards to innocent persons can be controlled, warning shots may be employed, but only under the close and direct control of an officer.

(*d*) Even when its use is authorized pursuant to (2) above, deadly force must be employed



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only with great selectivity and precision against the particular threat which justifies its use. For example, the receipt of sniper fire—however deadly—from an unknown location can never justify returning the fire against any or all persons who may be visible on the street or in nearby buildings. Such an indiscriminate response is far too likely to result in casualties among innocent bystanders or fellow law enforcement personnel; the appropriate response is to take cover and attempt to locate the source of the fire, so that the threat can be neutralized in accordance with c(5) below.

(5) Task force commanders are authorized to have live ammunition issued to personnel under their command; individual soldiers will be instructed, however, that they may not load their weapons except when authorized by an officer, or provided they are not under the direct control and supervision of an officer, when the circumstances would justify their use of deadly force pursuant to (2) above. Retention of control by an officer over the loading of weapons until such time as the need for such action is clearly established as being of critical importance in preventing the unjustified use of deadly force. Whenever possible command and control arrangements should be specifically designed to facilitate such careful control of deadly weapons.

(6) The presence of loaded weapons in these tense situations may invite the application of deadly force in response to provocations which, while subject to censure, are not sufficient to justify its use; and it increases the hazard that the improper discharge of a weapon by one or more individuals will lead others to a reflex response on the mistaken assumption that an order to fire has been given. Officers should be clearly instructed, therefore, that they have a personal obligation to withhold permission for loading until circumstances indicate a high probability that deadly force will be imminently necessary and justified pursuant to the criteria set forth in (2) above. Strong command supervision must be exercised to assure that the loading of weapons is not authorized in a routine, premature, or blanket manner.

(7) Task force commanders should at all times exercise positive control over the use of weapons. The individual soldier will be instructed that he may not fire his weapon except when authorized by an officer, or, provided he is not under the direct control and supervision of an officer, when the cir-

cumstances would justify his use of deadly force pursuant to (2) above. He must not only be thoroughly acquainted with the prerequisites for the use of deadly force, therefore, but he must also realize that whenever his unit is operating under the immediate command and control of an officer, the commander will determine whether the firing of live ammunition is necessary.

(8) Task force commanders may at their discretion delegate the authority to authorize the use of deadly force, provided that such delegation is not inconsistent with this paragraph and that the person to whom such delegation is made understands the constraints upon the use of deadly force set forth in (2) above.

*c. Selection of tactics and techniques.*

(1) The commitment of Federal military forces must be viewed as a drastic last resort. Their role, therefore, should never be greater than is absolutely necessary under the particular circumstances which prevail. This does not mean, however, that the number of troops employed should be minimized. To the contrary, the degree of force required to control a disturbance is frequently inversely proportionate to the number of available personnel. Doubts concerning the number of troops required normally should be resolved in favor of large numbers, since the presence of such larger numbers may prevent the development of situations in which the use of deadly force is necessary. A large reserve of troops should be maintained during civil disturbance operations. The knowledge that a large reserve force is available builds morale among military and law enforcement personnel and contributes toward preventing overreaction to provocative acts by disorderly persons.

(2) In selecting an operational approach to a civil disturbance situation, the commander and his staff must adhere scrupulously to the minimum necessary force principle; for example, riot control formations or riot control agents should not be used if saturation of the area with manpower would suffice.

(3) Every effort should be made to avoid appearing as an alien invading force, and to present the image of a restrained and well-disciplined force whose sole purpose is to assist in the restoration of law and order with a minimum loss of life and property and due respect for those citizens whose involvement may be purely accidental. Further, while riot control personnel should be

visible, tactics or force concentrations which might tend to excite rather than to calm should be avoided where possible.

(4) The measures described in (a) through (f) below may be applied in any order as deemed appropriate by the responsible commander, so long as their application is consonant with b(1) and (2) above, and otherwise in keeping with the situation as it exists.

(a) *Show of force.* A show of force is effective in various situations in civil disturbance control operations. When a crowd has assembled in an area, marching a well-equipped, highly disciplined control force into view may be all the force that is needed to persuade them to disperse and retire peaceably to their homes. When persons are scattered throughout the disturbance area in small groups, a show of force may take the form of motor marches of troops throughout the area, saturation patrolling, and the manning of static posts, or similar measures.

(b) *Employment of riot control formations.* Riot control formations are used to disperse massed mobs which do not react to orders of the control force instructing them to disperse, and retire peaceably to their homes. The employment of such formations is part of the show of force, and has a strong psychological effect on any crowd. While the use of fixed bayonets can add considerably to this effect (para 7-30—7-32, and app B), the danger of intentional or accidental injury to nonviolent participants or fellow law enforcement personnel precludes their use in situations where troops are in contact with a nonviolent crowd.

(c) *Employment of water.* Water from a firehose may be effective in moving small groups on a narrow front such as a street or in defending a barricade or roadblock. Personnel applying the water should be protected by riflemen and in some instances by shields. In the use of water, the factors discussed in 1 through 5 below should be considered.

1. Water may be employed as a flat trajectory weapon utilizing pressure, or as a high trajectory weapon employing water as rainfall. The latter is highly effective during cold weather.

2. Harmless dye may be placed in the water for future identification of participants by staining their clothing or bodies.

3. The use of a large water tank (750-1000 gal) and a powerful water pump mounted on

a truck with a high pressure hose and nozzle capable of searching and traversing will enable troops to employ water as they advance. By having at least two such water trucks, one can be held in reserve for use when required.

4. In using water, as with other measures of force, certain restraints must be applied. Using water on innocent bystanders, such as women and children, should be avoided. Avenues of escape must be provided; and the more severe use, flat trajectory application, should be used only when necessary.

5. Since the fire departments normally are associated with lifesaving practices rather than maintenance of law and order, consideration should be given to maintaining this image of the fire departments through the use of other than fire department equipment when using water for riot control and crowd dispersal.

(d) *Employment of riot control agents.* Riot control agents are extremely useful in civil disturbance control operations because they offer a humane and effective method of reducing resistance, and lessen the requirements for the application of more severe measures of force (para 7-33—7-38, and app C).

(e) *Fire by selected marksmen.* Fire by selected marksmen may be necessary under certain circumstances. Marksmen should be preselected and designated in each squad. Selected marksmen should be specially trained and thoroughly instructed. They may be placed on vehicles, in buildings, or elsewhere as required.

(f) *Full firepower.* The most severe measure of force that can be applied by troops is that of available unit firepower with the intent of producing extensive casualties. This extreme measure would be used as a last resort only after all other measures have failed or obviously would be impractical, and the consequence of failure to completely subdue the riot would be imminent overthrow of the government, continued mass casualties, or similar grievous conditions. It has never been used by Federal troops. See paragraph 7-11b as to the use of the shotgun in the application of force. See also paragraph B-4, appendix B, as to its use in formations.

(5) *Sniper fire.* The normal reflex action of the well trained combat soldier to sniper fire is to respond with an overwhelming mass of firepower. In a civil disturbance situation, this tactic en-

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dangers innocent people more than snipers. The preferred tactic is to enter the building from which the fire originates. Darkening the street in order to gain protection from sniper fire is counterproductive. The following general approach should be emphasized in dealing with snipers (see para 7-26-7-29).

(a) Surround the building in which the sniper is concealed and gain access, using armored vehicles if necessary and available.

(b) Illuminate the area during darkness.

<i>Rifle</i>	<i>Bayonet</i>		<i>Ammunition Magazine</i>	
	<i>Scabbard</i>	<i>Bayonet</i>	<i>Clip</i>	<i>Chamber</i>
At sling	on belt	In scabbard	In pouch on belt	Empty
At port	on belt	In scabbard	In pouch on belt	Empty
At port	on bayonet	Fixed	In pouch on belt	Empty
At port	on belt	Fixed	In weapon	Empty
At port	on belt	Fixed	In weapon	Round chambered

While each of the above options represents an escalation in the level of force, they are not sequential in the sense that a commander must initially select the first option, or proceed from one to another in any particular order, so long as the option selected is appropriate considering the existing threat, the minimum necessary force principle is not violated. In the case of the M-14 and M-16 rifles, the scabbard for the bayonet when attached to the weapon obstructs the muzzle, preventing the weapon from being fired safely. When progressing to an option specifying that ammunition be in the weapon, it is essential that the scabbard first be removed from the fixed bayonet. (See b(5) and (6), and c(4)(b) above).

**7-5. Command and Control**

a. The chain of command and areas of responsibility must be clearly defined at all levels. When-

(c) Employ agent CS initially, if feasible, rather than small arms fire. If CS is not successful, then use well aimed fire by expert marksmen. The number of rounds should be kept to a minimum to reduce the hazard to innocent persons.

(d) Arming of troops. Consistent with the controlling principle that he must use only the minimum force necessary to accomplish his mission, the commander may select any one of the following options for arming his troops:

ever practicable, the assigned unit boundaries should coincide with the local police subdivisions to simplify coordination of activities in the area. Boundaries usually are located in streets or alleys with coordinating points at street intersections. When a street is designated as a boundary, responsibility for both sides of the street is given to one unit to insure proper coverage. Arrangements should be made to have civil police and troops operate together. In addition to the joint action by police and troops in the streets, arrangements should be made to exchange liaison officers at each headquarters from company through division on a 24-hour basis. Arrangements should also be made for the collocation of military and civilian police command elements.

b. On arrival in the area of operations, the troops must have had fully explained to them the permissible degrees of force, and restrictions in

are especially significant. An offender may respond favorably to firm statements regarding the disadvantage to him of further resistance. If the desired response is obtained, the apprehension or detention should be made utilizing clear and concise commands with the exercise of due caution and vigilance.

*e.* Detailed guidance on techniques of apprehension, special considerations for apprehending groups of individuals, and skills involved in making apprehensions in buildings and vehicles is contained in FM 19-5. AR 633-1 provides Army policy and guidance in the subject area of apprehension and restraint.

### **7-8. Handling and Processing of Detainees**

*a.* The large number of offenders which may be apprehended or detained in an area of civil disorder poses a special problem for disturbance control forces. Therefore, it is imperative that military commanders give special consideration to the proper procedures in handling detainees even though this problem normally is the primary concern of civil authorities. If time permits, prior formal arrangements concerning the details of handling civilians taken into custody should be made; if this cannot be done, arrangements should be formalized at the earliest possible time. (See also para 7-9).

*b.* Detainees should be quickly processed and removed from the scene of the apprehension. This processing should include a quick search, out of sight of onlookers if possible. They should then be segregated prior to removal from the area. The segregation is based on the amount of custody needed to secure the detainee, and sex and age. Injured prisoners must be removed to medical facilities. Female personnel must be provided to search female detainees. It is especially important that names and addresses of witnesses be recorded by apprehending or detaining personnel.

### **7-9. Army Detention Facilities**

*a.* The Army will not operate facilities for the confinement, custody, or detention of civilian personnel apprehended for violation of local or State laws as long as civil confinement facilities, operated by the Department of Justice, State, or local agencies are sufficient to accommodate the number of persons apprehended.

*b.* When it appears that available local facilities

are insufficient, due to the large number of persons apprehended or detained, and this fact can be verified by the person or agency responsible for the facilities, temporary confinement/detention facilities may be operated. The responsible commander should utilize his Judge Advocate to obtain such verification, preferably in writing. These facilities will be operated only until custody of the persons detained can be transferred to and assumed by civil authorities. They will not be used for the confinement of persons arraigned or convicted under civil jurisdiction.

*c.* Temporary confinement/detention facilities can be developed from local Federal facilities provided they are adaptable to the requirements of custody and control. Such facilities should be established, if possible, within the affected area; this will conserve time, transportation, and escort personnel. However, if no suitable Federal property is available within the affected area, they can be located elsewhere on any property under Federal control as long as the persons to be detained are apprehended in the affected area. Whenever such temporary facilities are established during civil disturbance control operations, the Army is responsible for providing those personnel, facilities, and supplies necessary for the custody, control, health, comfort, and sustenance of persons detained.

*d.* Officers and key noncommissioned officers specifically trained and experienced in confinement operation are required to operate such facilities. Guards and support function personnel operating under the direct control of such officers and noncommissioned officers need not be specifically trained or experienced in confinement operations as long as they are under close and continuing supervision of trained responsible personnel. Whenever females are detained, they must be held in physically separate detention facilities and under the control of selected female guards operating under the supervision of trained and experienced confinement personnel.

*e.* Temporary detention facilities should be constructed and arranged to provide for adequate custody, control, and safety of detainees. It is advisable to utilize existing permanent-type buildings. Where sufficient permanent structures are not available, only that amount of new construction required for the temporary custody, control, and

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administration of prisoners should be accomplished. Temporary field type facilities afford a high degree of compartmentalization to assure effective control.

*f.* The same operational procedures applicable to the operation of installation confinement facilities and the treatment of detainees apply to these temporary facilities except that those policies and procedures establishing training, employment, mail and correspondence and administrative disciplinary requirements will not apply. Detailed guidance in procedures for confinement of detainees is contained in AR 190-2, AR 633-5, and FM 19-60.

**7-10. Processing Evacuees**

*a.* In some civil disturbances or disasters, evacuee operations may involve large-scale collection, transportation, administration, logistical support, and resettlement activities. This is primarily the responsibility of civil agencies. Military involvement may be required however. If available, civil affairs staffs, units, and individual specialists will be especially helpful in organizing and supervising evacuee operations.

*b.* The main involvement of civil disturbance control forces in the processing of evacuees should center around the functions of providing immediate aid in evacuation from the area of operations and the prevention of panic. Evacuation operations may take the form of providing information on locations of aid centers or physically transporting evacuees to aid centers. The amount and type of assistance agreed upon by civil authorities and military commanders should be spelled out and plans developed to cover the evacuation activities and special instructions issued to civil disturbance control personnel.

**7-11. Special Equipment**

*a. General.* Certain items of equipment available to military and civil police forces can do much to limit injuries to civilian and military personnel and destruction of property. These items increase the psychological effects of a show of force and offer additional protection and versatility to disturbance control forces during the operations.

*b. Weapons.* Machineguns, no larger than .30 caliber, and shotguns may be taken by the troops to the objective area.

(1) The psychological effect produced by the

sight of machineguns, serves as a strong deterrent against rioters challenging the application of force by the disturbance control troops. In addition, when machineguns are carried by the control force, they are readily available should the situation ever deteriorate to the point where they must be employed. Extreme care must be taken, however, to insure that the use of machineguns is controlled by unit commanders. Experienced gunners, under direct control of leaders, must be used to prevent accidental firing and the possible harming of innocent bystanders. In most cases, situations can be controlled without the use of machineguns or other automatic weapons. The firing of these weapons would only be as a last resort and as specifically approved by the commander.

★(2) The riot shotgun is an extremely versatile weapon; its appearance and capability produce a strong psychological effect on rioters. It is particularly suited to certain applications in civil disturbance operations. Because of its characteristic short range, the danger of producing unintentional casualties at greater ranges than the target is greatly reduced when compared with other types of individual weapons.

(a) The shotgun when used with No. 00 buckshot ammunition is an excellent point target weapon extremely effective at limited ranges. In instances where dangerous offenders must be attacked by selected firepower at ranges of 50 yards or less, the shotgun, because of its limited casualty range beyond the target, is the weapon of choice. When employed as a point target weapon by trained personnel, the shotgun is well suited to such specialized civil disturbance duties as—

1. Antisniper operations.
2. Protection of emergency firefighters, medical, and essential utility maintenance personnel.
3. Fixed installation security.

(b) The shotgun when used with No. 7½ or No. 9 bird shot ammunition and properly employed can deter and/or stop violent rioters with considerably less possibility of serious injury or death. However, extreme care must be exercised when using the shotgun with No. 7½ or No. 9 shot to insure that the shotgun is not used as an area weapon to inflict multiple casualties.

1. When using No. 7½ or No. 9 ammunition, the shotgun has a disabling effect as compared

with the more serious casualty-producing effect of combat rifles or shotguns using No. 00 buckshot ammunition.

2. The use of the shotgun with "bird shot" ammunition provides the commander with a desirable flexibility in selecting the ammunition most appropriate under the existing conditions.

3. When using "bird shot" ammunition, the shotgun can be fired into the pavement allowing shot to ricochet into the lower part of the legs. This may be all the deterrent needed to stop further violence without serious injury to the individual.

(c) Regardless of the type of shot employed, the shotgun, like any other firearm, constitutes deadly force which can be used only pursuant to the provisions of paragraph 7-4b. In addition, positive control measures should be established to insure that when the shotgun is used, specific designation of the type of ammunition desired is made by the commander, and adhered to without deviation by the individual soldier.

(3) The shotgun is not a substitute for the rifle in general military applications during civil disturbances. Specifically, when requirements for accurate fire at extended ranges exist, it is not an effective weapon. Although some models of the shotgun may be equipped for attachment of the bayonet, the rifle is a superior general purpose weapon for use in riot control formations, and use of the shotgun in civil disturbances should be limited to the type applications indicated above.

(4) Automatic weapons larger than .30 caliber machineguns should not be taken into an objective area. They normally will not be needed or used. Should a need develop, they can be obtained later.

*c. Vehicles.* Armored vehicles and transport vehicles add considerable capability to the riot control force. The use of these vehicles increases flexibility, reduces troop commitments and provides protection for personnel. In considering the use of vehicles, however, it must be remembered that they should be secured by foot elements.

(1) Armored vehicles can be employed in a variety of ways to assist in minimizing the effects of civil disorders.

(a) Their use adds a considerable psychological effect to riot control formations while providing added protection for troops. They provide

a readily accessible barrier for troops to crouch behind if necessary, and exceptional protection for those inside.

(b) Their use as mobile command posts offers the added advantages of security, communication, and mobility.

(c) They are well adaptable to road block operations providing the advantages listed in (b) above, while at the same time providing an exceptional barrier.

(d) Their use for patrolling an area of violence adds to the psychological effect, and allows troops to maneuver in close to snipers in order to make an apprehension.

(2) Standard military transport vehicles can be modified with sandbags, armor plating, wire screening, or similar materials to give some protection against sniper fire and thrown objects. They provide mobility and communication capability for area coverage. Troops should be deployed with ample vehicles to provide sufficient flexibility to handle all situations in an area of civil disorder. TOE allowances may require augmentation for this purpose.

*d. Other Equipment.* In addition to the special equipment discussed above, certain other items should be available for use in operations within the disturbance area.

(1) Armored vests and protective masks, are required for antisniping operations and at other times when violence is expected. Flexibility is an important consideration. For example, the limitation on visibility must be considered when requiring the use of protective masks, and the limitation on maneuverability when wearing the armored vests.

(2) Successful conduct of the overall operation may depend on other items. Auxiliary lighting should be available to include hand-portable lights, vehicular-mounted searchlights, spotlights, floodlights, flashlights, flares (with caution toward fires) and vehicle headlights. Prefabricated wood or metal barriers, or suitable materials, such as wire or ropes, may be used to cordon off an area; signs should be provided to supplement these barriers. Evidence equipment, including movie and still cameras with telescopic lenses, and recording devices, should be obtained and placed into position.

(3) Other items of equipment also should be provided. Helicopters should be used for observa-

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tion, riot control agent dispersal, communication relay, illumination, resupply, reserve displacement, and numerous other tasks. Bulldozers are beneficial for use in removing debris and barricades. Adequate firefighting and fire protection equipment are essential in civil disturbance operations.

(4) Provisions should be made for appropriate communications equipment for use at the scene and between the scene and the operations headquarters. Every available means of communications to include public address systems—both hand-portable and vehicle-mounted should be used.

### Section III. Containing and Isolating the Area

#### 7-12. Containing and Isolating the Area

*a.* When military forces are committed to civil disturbance control duty, the situation is beyond the capability of local law enforcement agencies and a scene of disorder should be expected. This disorder may be the result of small dispersed groups, looting, burning, sniping, and generally causing havoc in the area, or it may be the result of large groups being incited to violence by agitators. The initial action taken by military forces to control the disorder is critical and action should be taken immediately to isolate and contain the disturbance area.

*b.* The containment and isolation phase begins with the arrival of troops in the city. This phase is not a clear-cut well-identified series of actions. There are, however, certain definite measures identified with the containment and isolation phase which are applicable to all disturbances and are discussed in the following paragraphs.

#### 7-13. Patrol Operations

*a. General.* Alert, aggressive patrolling greatly assists in restoration of order and will tend to prevent people from returning to lawless conduct after order has been restored. Patrol operations are established as early as the situation permits. Patrol areas must be coordinated with civil police to insure complete coverage of the entire area. Whenever possible, patrols should be integrated with existing civil police patrols and joint patrol operations established. This gives the troops the advantage of early area familiarity and provides civil police assistance to the patrol members. Patrol routes for mounted and dismounted patrols should be varied, both as to patterns and times, to prevent snipers, arsonists, and looters from being able to select a safe time to conduct their activities. Patrol members must adhere to proper standards of conduct and fair treatment of civilians at all times.

They must realize that they are performing an important community relations function as well as a control function. Patrols should not attempt to handle a disturbance when they are inferior in strength. A disturbance inadequately handled will instill confidence in the rioters and make the disturbance worse.

*b. Patrol Objectives.* Active patrolling in a disturbance area accomplishes several important objectives.

(1) Patrols reduce the opportunity for unauthorized persons to circulate between the secure areas and the areas which have not been secured.

(2) Patrols prevent assembly by dispersing individuals who begin to congregate.

(3) Patrols provide the commander with timely information of possible problem areas, movement of the rioters, and conditions within the respective patrol areas.

(4) Patrols provide an important psychological effect in the objective area. This gives the rioters the impression that civil police and troops are everywhere and acts as a strong deterrent to the activities of the rioters.

*c. Types of Patrols.* Depending upon the nature and location of the civil disorder several types of patrols can be employed effectively.

(1) *Motor patrols.* Motor patrols have the ability to cover distance rapidly. Through radio communication, contact with the controlling headquarters is maintained. Motor patrols maintain contact with stationary posts which may lack the adequate communications. Because of their speed and mobility, motor patrols are able to provide the commander with timely ground reconnaissance and provide ready assistance to other patrols and guard posts.

(2) *Foot patrols.* Foot patrols are employed effectively in areas where population movement is heavy. Foot patrols are limited in the range of effective operations. When foot patrols are used,

b. The principal rule of use of force which controls all others is that you will at all times use the minimum force required to accomplish your mission. Due respect will be shown for the great number of citizens whose involvement in the disturbance is purely accidental. Your force options for determining how your troops may be armed to accomplish your mission are enumerated in appendix 10 to Annex C of Department of the Army Civil Disturbance Plan.

*Note.* Users of FM 19-15 will find these options enumerated in para 7-4.

c. You are authorized to use nondeadly force, including riot control agents, to control the disturbance, to prevent crimes, and to apprehend or detain persons who have committed crimes, but the degree of force used must be no more than that reasonably necessary under the circumstances. For example, riot control agents should not be used if saturation of an area with available manpower will suffice. You are authorized to delegate the authority to use riot control agents and other forms of nondeadly force at your discretion.

★d. The use of deadly force (i.e., live ammunition or any other type of physical force likely to cause death or serious bodily harm) in effect invokes the power of summary execution and can therefore be justified only by extreme necessity. Accordingly, its use is not authorized for the purpose of preventing activities which do not pose a significant risk of death or serious bodily harm (for example, curfew violations or looting). Use of deadly force is authorized where all three of the following circumstances are present (1) lesser means have been exhausted or are unavailable, (2) the risk of death or serious bodily harm to innocent persons is not increased by its use and (3) the purpose of its use is one or more of the following:

- (1) Self-defense to avoid death or serious bodily harm;
- (2) Prevention of a crime which involves a substantial risk of death or serious bodily harm (for example, to prevent sniping);
- (3) Prevention of the destruction of public utilities or similar property vital to public health or safety;
- (4) Detention or prevention of the escape of persons against whom the use of deadly force is authorized in (1), (2), and (3) immediately above.

In addition, the following policies in the use of deadly force will be observed:

- (1) When deadly force is used, aim where possible to wound, not to kill.
- (2) In order to avoid firing which creates a hazard to innocent persons and can create the mistaken impression on the part of citizens that sniping is widespread, warning shots will not be employed.
- (3) Where other means have failed and firing is necessary to control sniping, well-aimed fire by expert marksmen will be used wherever possible and the number of rounds will be kept to a minimum to reduce the hazard to innocent persons.

e. You are authorized to have live ammunition issued to personnel under your command. They are not to load or fire their weapons except when authorized in advance by an officer under certain specific conditions, or when required to save their lives (including the prevention of serious bodily harm). You will insure positive control over the use of weapons. You may, at your discretion, delegate that authority to use deadly force provided such delegation is not inconsistent with this paragraph and that the persons to whom such delegation is made understand the constraints upon the use of deadly force set forth in d above.



### 5. Custody and Detention of Civilians

Whenever possible, civilian police authorities should take civilian personnel into custody; however, when assistance is necessary or in the absence of the civilian police, Federal military forces have the responsibility to detain or take into custody rioters, looters, or others committing offenses. In any case, military personnel will furnish any information required by civilian police to execute an arrest form. A copy of any detention form that is executed will be furnished to the civilian police. Should a situation arise necessitating the detention of civilian personnel, civil police, possibly in collaboration with local Department of Justice personnel, will operate and maintain or provide for detention facilities.

### 6. Searches

In carrying out your mission to restore and maintain law and order, Task Force personnel may conduct searches of individuals and private property (including automobiles) in the following situations:

*a.* If they have reason to believe that an individual is armed or is carrying instruments of violence, they may search the individual for such weapons.

*b.* If they have reason to believe that an individual who has committed, who is about to commit, or who is committing a crime of violence is hidden in a building or automobile, they may search the building or automobile for the individual and his weapons.

*c.* If they have stopped an automobile and there is reason to believe that the vehicle contains weapons or instruments of violence, they may search the vehicle for these weapons or instruments of violence. In addition, in carrying out your mission to restore and maintain law and order, it may be necessary to conduct searches of individuals or private property (including automobiles) in other situations. You must review the evidence forming the basis of a request for Task Force personnel to conduct searches. As a general rule, such searches should be carried out by local and state civil law enforcement personnel because of their greater familiarity with standards for searches, including the use of judicial warrants. However, you may authorize Task Force personnel to conduct such searches if you determine that it is reasonably necessary to the accomplishment of your mission and that there is an immediate danger of violence unless the search is begun without delay. In all other such cases responsibility for the search should be turned over to civil law enforcement personnel **to be conducted according to local procedures**. You may delegate this authority to subordinate military commanders no lower than the grade of lieutenant colonel. The commander authorizing such search will, as soon as is reasonably convenient, fully document the reasons for the search, including the events indicating that the search is necessary, the identity of those things sought, and the source and content of the information leading to the conclusion that the items sought will probably be found in the place searched.

7. Should you believe that in order to fulfill your mission there is no alter-

CHANGE }  
No. 2 }

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, D.C., 24 October 1969

**CIVIL DISTURBANCES AND DISASTERS**

FM 19-15, 25 March 1968, is changed as follows :

1. Remove old pages and insert new pages as indicated below :

<i>Old pages</i>	<i>New pages</i>
6-1 through 6-3 .....	6-1 through 6-3
7-3 and 7-4 .....	7-3 through 7-4.2
A-1 through A-3 .....	A-1 through A-3
F-1 through F-10 .....	F-1 through F-8

2. Changed material is indicated by a star.

3. File this change sheet in front of the manual for reference purposes.

By Order of the Secretary of the Army:

W. C. WESTMORELAND,  
*General, United States Army,*  
*Chief of Staff.*

Official:

KENNETH G. WICKHAM,  
*Major General, United States Army,*  
*The Adjutant General.*

Distribution:

To be distributed in accordance with DA Form 12-11 requirements for Civil Disturbances and Disasters.



## CHAPTER 6

### TRAINING

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#### 6-1. General

*a.* Units must be effectively trained for operations in any civil disturbance situation to which they may be committed. Such training is designed to give each individual an understanding of the entire subject area and enable him to function efficiently both individually and as a member of a unit. This training must be sufficiently intensive and continuing to develop individuals to the point that they will carry out distasteful and dangerous assignments with disciplined response to orders and an objective attitude. Throughout this training, it is repeatedly stressed that personnel must not pass on rumors or discuss the operation with unauthorized personnel.

*b.* The training requirements outlined below represent subject areas which as a minimum should be included in any civil disturbance training program. Many of the areas are standard requirements for most training programs while others are specifically oriented toward civil disturbance control missions. Each commander must determine the need for training in each area based upon the prior training and experience of his personnel and the degree of proficiency already obtained by his unit. To assist the commander in this regard, Army Subject Schedule 19-6 contains further guidance in civil disturbance training, not only in the subject matter contained herein, but for essential integrated and concurrent training as well.

*c.* Personnel armed with the shotgun for civil disturbance control operations (para 7-11*b*) must be well trained in its use. Army Subject Schedule 19-12 provides uniform guidance for such training in all components of the Army. Common Table of Allowances 23-100-6 provides for 10 rounds of Cartridge, 12 gage shotgun no. 00 buckshot, per individual armed

with the shotgun, for familiarization. This ammunition should be utilized in the range firing exercise prescribed by the cited Army Subject Schedule.

*d.* In addition to the subject matter contained in this manual, the cited Army Subject Schedules, and other referenced publications, personnel responsible for training must keep abreast of current developments through reports in the public news media, after-action reports, and any other sources to which they have access. Lessons learned from such reports and sources should be used to enhance training and to keep it current.

#### 6-2. Training Requirements

Training of army units for participation in civil disturbance control operations should be designed to develop individual and unit proficiency in the subject areas listed in *a* through *am* below.

*a.* Role of the military in civil disturbances operations.

*b.* Policies and legal considerations.

*c.* Military leadership, responsibilities, and discipline including the minimum application of force.

*d.* Crowd and group behavior.

*e.* Crowd and group control.

*f.* Riot control agents and munitions.

*g.* Riot control formations.

*h.* Antilooting measures.

*i.* Antisniping measures.

*j.* Arson and protection of firefighters.

*k.* Operations in builtup areas.

*l.* Code of conduct.

*m.* Military courtesy.

*n.* Use of cameras and recording devices.

*o.* Report writing.

*p.* Public and community relations.

*q.* Use of the protective mask.

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- r. Safety and first aid.
- s. Illumination devices.
- t. Prompt reporting of incident and intelligence information.
- u. Communications equipment and procedures in builtup areas.
- v. Night operations training.
- w. Apprehension and handling of detainees.
- x. Evacuee control.
- y. Patrolling techniques.
- z. Termination and relief operations.
- aa. Use of proclamations.
- ab. Special orders (GTA 21-2-7).
- ac. Joint operations.
- ad. Security.
- ae. Barricades and roadblocks.
- af. Firefighting equipment.
- ag. Rules for the use of force.
- ah. Physical training to enable troops to withstand long hours on patrols and static guard posts and in tiring formations.
- ai. Handling of evidence.
- aj. Plans such as alert plans, SOP, loading plans.
- ak. Mapreading.
- al. Weapons familiarization.
- am. Field exercises.

**6-3. Psychological Training**

A special need exists for training individuals in the psychological aspects of civil disturbances. Training in this subject area should be oriented both toward understanding crowd and mob behavior and toward preparing troops to control their own actions and emotions. Typical causes of civil disorders should be studied to give the troops a better understanding of why they may be called upon to control civil disorders. Group behavior should be efficiently discussed to show individuals what to expect. Further, troops must be made aware of the importance of their own behavior and the necessity of adjusting themselves to the noise and confusion created by a large number of people.

**6-4. Training in Special Orders**

a. During required riot training all designated components of the U.S. Army, Navy, Air Force, and Marine Corps will be given famil-

iarization training in the following "Special Orders":

(1) I will always present a neat military appearance. I will conduct myself in a military manner at all times and I will do all I can to bring credit upon myself, my unit, and the Military Service.

(2) I will be courteous in all dealings with civilians to the maximum extent possible under existing circumstances.

(3) I will not load or fire my weapon except when authorized by an officer in person, when authorized in advance by an officer under certain specific conditions, or when required to save my life.

(4) I will not intentionally mistreat civilians, including those I am controlling, or those in my custody nor will I withhold medical attention from anyone who requires it.

(5) I will not discuss or pass on rumors about this operation.

(6) I will to the maximum extent possible let civilian police arrest civilians, but when assistance is necessary or in the absence of the civilian police, I have the responsibility and authority to detain or take into custody rioters, looters, or others committing offenses. I will take such persons to the police or designated military authorities as soon as possible. It is my duty to deliver evidence and to complete evidence tags and detainee forms in accordance with my instructions.

(7) I will allow properly identified reporters and radio and television personnel freedom of movement, unless they interfere with the mission of my unit.

(8) I will avoid damage to property as far as possible.

b. The intent of these special orders is to strike a balance in the use of force so as to avoid indiscriminate firing in civil disturbance situations and that of protecting the individual's inherent right of self-defense.

c. All personnel will possess a copy of the special orders while engaged in civil disturbance operations. They are available through publications distribution channels as GTA 21-2-7. Copies will be stockpiled at appropriate locations to facilitate expeditious distribution.

### 6-5. Equipment for Training

Items of equipment to be employed by troops during civil disturbance control operations must be made available for training. Special items may include riot control agent dispersers, grenade launchers, shotguns, cameras, portable public address systems, night illumination devices, firefighting apparatus, grappling hooks, ladders, ropes, bulldozers, army aircraft, armored personnel carriers, and roadblock and barricade materials. Prefabrication of special items of equipment such as wire barricades for roadblocks and improvised wire coverings for vehicles may be accomplished during the training phase. When training with special equipment cannot be accomplished before commitment of units, experienced personnel must be provided.

### 6-6. Unit Training Objectives

a. Unit training is designed to develop individuals to function as a team. To be effective this training must be thorough and must include *all* personnel of the unit. Any lack of training on the part of one individual can have a negative effect on the efforts of others, since he will be unable to fulfill his responsibilities as a member of the team. For this reason, makeup training must be conducted as required, and provisions made for the training of replacements.

b. Unit training must cover all aspects of civil disturbance operations and should entail more than developing mechanical proficiency in riot control formations. Training should emphasize protection of firefighters and their equipment and inhabitants of the area and other people attempting to control the disturbance, and training should include techniques of operations in builtup areas.

c. Rehearsals of alert plans, loading plans, and operations plans should be held as frequently as determined necessary to reach and maintain the required degree of proficiency.

d. Integrated and concurrent training specified in Army Subject Schedule 19-6 is considered appropriate and should be included in unit training. In addition, there may be training requirements not included in the subject schedule

or elsewhere, developed as a result of local situations, lessons learned in training or operations, or peculiar to the unit. These requirements must be considered, and included in unit training as necessary.

### 6-7. Commanders and Staff Training

a. Although portions of this field manual may be identified as most significant to commanders and staffs, they must be familiar with its entire content. Commanders and staffs, at all levels, must examine their own experience and degree of proficiency in these matters, to determine training required to reach the required operational readiness.

b. In much of the training on this level, key noncommissioned officers should be included. Their participation in the organization and planning phases is important. It is they who will conduct much of the training; and it is they who will serve as small unit leaders in actual operations.

### 6-8. Exercises

a. To reinforce training and test its effectiveness, command post and field training exercises must be conducted. Army Subject Schedule 19-6 contains guidance for these exercises.

b. In the conduct of the field exercises, as much realism should be obtained as is possible. Efforts should be made to obtain permission for the use of builtup areas on military installations. If none such are available, the use of mockups may be necessary. In conducting training exercises caution must be exercised to preclude any adverse psychological effect on the local populace, especially during periods of tension.

c. The inclusion in exercises of local government officials, law enforcement agencies and civil fire departments is desirable. Previous arrangement and coordination must be accomplished, to include proper authority. Such an exercise should be based on a developed situation and follow a detailed scenario that will enable participating units and agencies an opportunity to test command and staff relationships, communications, coordination, logistics, and the joint development of intelligence.



identified leaders, and gather and report promptly, information.

(5) Maintain mobile reserve forces to respond to emergencies.

(6) Coordinate with civil authorities.

(7) Maintain a psychological advantage.

(8) Provide adequate communications.

**★7-4. Application of Force**

a. Operations by Federal forces will not be authorized until the President is advised by the highest officials of the state that the situation cannot be controlled with the non-Federal resources available. The Task Force (TF) commander's mission is to help restore law and order and to help maintain it until such time as state and local forces can control the situation without Federal assistance. In performing

this mission, the task force commander may find it necessary actively to participate not only in quelling the disturbance but also in helping to detain those responsible for them. TF commanders are authorized and directed to provide such active participation, subject to the restraints on the use of force set forth below.

b. The principal rule of use of force which controls all others is that the TF commander will at all times use the minimum force required to accomplish his mission. Due respect will be shown for the great number of citizens whose involvement in the disturbance is purely accidental. Force options for determining how troops may be armed to accomplish the mission are enumerated below:

<i>Rifle</i>	<i>Bayonet Scabbard</i>	<i>Bayonet</i>	<i>Ammunition Magazine/Clip</i>	<i>Chamber</i>
At Sling	On Belt	In Scabbard	In Pouch On Belt	Empty
At Port	On Belt	In Scabbard	In Pouch On Belt	Empty
At Port	On Belt	Fixed	In Pouch On Belt	Empty
At Port	On Belt	Fixed	In Weapon	Empty
At Port	On Belt	Fixed	In Weapon	Round Chambered

These options are not sequential nor must any one follow the other. Use of a riot control agent in conjunction with any of the above options or by itself is an alternative also open to the commander on the scene.

c. Task force commanders are authorized to use non-deadly force, including riot control agents, to control the disturbance, to prevent crimes, and to apprehend or detain persons who have committed crimes, but the degree of force used must be no more than that reasonably necessary under the circumstances. For example, riot control agents should not be used if saturation of an area with available manpower will suffice. Task force commanders are authorized to delegate the authority to use riot control agents and other forms of non-deadly force at their discretion.

d. The use of deadly force (i.e., live ammunition or any other type of physical force likely to cause death or serious bodily harm) in effect invokes the power of summary execution and can therefore be justified only by extreme necessity. Accordingly, its use is not authorized for the purpose of preventing activities which

do not pose a significant risk of death or serious bodily harm (for example, curfew violations or looting). Use of deadly force is authorized where—

(1) Lesser means have been exhausted or are unavailable.

(2) The risk of death or serious bodily harm to innocent persons is not increased by its use.

(3) The purpose of its use is one or more of the following:

(a) Self-defense to avoid death or serious bodily harm.

(b) Prevention of a crime which involves a substantial risk of death or serious bodily harm (for example, to prevent sniping).

(c) Prevention of the destruction of public utilities or similar property vital to public health or safety.

(d) Detention or prevention of the escape of persons against whom the use of deadly force is authorized in (a), (b), and (c) above.

(4) In addition the following policies in the use of deadly force will be observed:



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(a) When deadly force is used, aim where possible to wound, not to kill.

(b) In order to avoid firing which creates a hazard to innocent persons and can create the mistaken impression on the part of citizens that sniping is widespread, warning shots will not be employed.

(c) Where other means have failed and firing is necessary to control sniping, well-aimed fire by expert marksmen will be used wherever possible and the number of rounds will be kept to a minimum to reduce the hazards to innocent persons.

e. The normal reflex action of the well-trained combat soldier to sniper fire is to respond with an overwhelming mass of fire power. In a civil disturbance situation this tactic endangers innocent people more than snipers. The preferred tactic is to enter the building from which sniper fire originates. Darkening the street in order to gain protection from sniper fire is counter-productive. The following general approach should be emphasized in dealing with snipers:

(1) Surround the building where the sniper is concealed and gain access, using armored personnel carriers if necessary and available.

(2) Employ CS initially rather than small arms fire. If CS is not successful, then use well-aimed fire by expert marksmen.

(3) Illuminate the area during darkness. (See para 7-26 through 7-29.)

f. Task force commanders are authorized to have live ammunition issued to personnel under their command. They are not to load or fire their weapons except when authorized by an officer in person, when authorized in advance by an officer under certain specific conditions, or when required to save their lives (including the prevention of serious bodily harm). Task force commanders will insure positive control over use of weapons. Task force commanders may at their discretion delegate the authority to use deadly force provided such delegation is not inconsistent with this paragraph and that the persons to whom such delegation is made understand the constraints upon the use of deadly force set forth in *d* above.

g. The commitment of military forces must be considered as a drastic last resort. When

military forces are to be committed their involvement should be to that degree justified by the necessities of the case. The guiding principle for the application of force must be "minimum force, consistent with mission accomplishment." Moreover, commanders and their staffs should do whatever is possible to avoid appearing as an invading, alien force rather than a force whose purpose is to restore law and order with a minimum loss of life and property and due respect for the great number of citizens whose involvement is purely accidental. Further, while riot control personnel should be visible, force concentrations which might tend to excite rather than to calm should be avoided where possible.

h. The measures described in (1) through (6) below may be applied in any order as deemed appropriate by the responsible commander, in consideration of the situation as it exists.

(1) *Show of force.* A show of force is effective in various situations in civil disturbance control operations. When a crowd has assembled in an area, marching a well-equipped, highly-disciplined control force into view, may be all the force that is needed to persuade them to disperse and retire peaceably to their homes. When persons are scattered throughout the disturbance area in dispersed small groups, a show of force may take the form of motor marches of troops throughout the area, saturation patrolling, and the manning of static posts, or similar measures.

(2) *Employment of riot control formations.* Riot control formations are used to disperse massed mobs which do not react to orders of the control force instructing them to disperse and retire peaceably to their home (para 7-30 through 7-32, and app B).

(3) *Employment of water.* Water from a firehose may be effective in moving small groups on a narrow front such as a street or in defending a barricade or roadblock. Personnel applying the water should be protected by riflemen and in some instances by shields. In the use of water, the factors discussed in (a) and (d) below should be considered.

(a) Water may be employed as a flat trajectory weapon utilizing pressure, or as a

high trajectory weapon employing water as rainfall. The latter is highly effective during cold weather.

(b) Harmless dye may be placed in the water for future identification of participants by staining their clothing or bodies.

(c) The use of a large water tank (750-1000 gal) and a powerful water pump mounted on a truck with a high pressure hose and nozzle capable of searching and traversing will enable troops to employ water as they advance. By having at least two such water trucks, one can be held in reserve for use when required.

(d) In using water, as with other measures of force, certain restraints must be applied. Using water on innocent bystanders, such as women and children, should be avoided; avenues of escape must be provided; and the more severe use, flat trajectory application, should be used only when necessary.

(e) Since the Fire Departments normally are associated with lifesaving practices rather than maintenance of law and order, consideration should be given to maintaining this image of the Fire Department through the use of other than Fire Department equipment when using water for riot control and crowd dispersal.

(4) *Employment of riot control agents.* Riot control agents are used in civil disturbance control operations because they offer a humane and effective method of reducing resistance, and lessen the requirement for the application of more severe measures of force (para 7-33 through 7-38 and app C).

(5) *Fire by selected marksmen.* Fire by selected marksmen may be necessary under certain situations. Marksmen should be preselected and designated in each squad. Selected marksmen should be specially trained and thoroughly instructed. They may be placed on vehicles, in buildings, or elsewhere as required.

(6) *Full firepower.* The most severe measure of force that can be applied by troops is that of available unit firepower with the intent of producing extensive casualties. This extreme measure would be used as a last resort only after all other measures have failed or obviously would be impractical, and the consequ-

ence of failure to completely subdue the riot would be imminent overthrow of the government, continued mass casualties, or similar grievous conditions. It has never been used by Federal troops.

i. Small mobile task forces should be organized and held in reserve. One or more of these forces may be employed to quell small isolated disturbances.

j. Inherent in the employment of force is a requirement for the individual soldier to be thoroughly aware of his restrictions and prerogatives in applying various degrees of force. Instructions cannot be developed to cover each set of circumstances in which the individual soldier or small unit might become engaged. Instructions must therefore be logical and flexible enough to cover all possible situations. They are based on the knowledge that the individual soldier will be involved in a great variety of disturbance control situations. The individual soldier must be trained and mentally prepared to exercise strict self-control and rigid fire discipline.

k. The employment of various control measures should be based upon anticipated contingencies and be designed to accomplish the desired results, e.g.

(1) The employment of riot control formations is part of the show of force and has a strong psychological effect on any crowd. Rifles with bayonets fixed add considerably to this effect.

(2) The employment of force against snipers will require other considerations. When troops are expected to enter a building and capture a sniper, the use of riot control agents or weapons may be necessary. The use of fixed bayonets in such cases has proven to be a hindrance to the maneuverability of the committed force.

(3) During patrol operations, troops normally have sufficient time to load weapons prior to handling situations that develop. The advantage of carrying loaded weapons must be compared with the possibility of accidents during patrol. It must be emphasized that military personnel will not load or fire their weapons except when authorized by an officer in person; when authorized in advance by an officer under

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certain specific conditions; or when required to save their lives.

(4) See paragraph 7-11*b* as to the use of

the shotgun in the application of force. See also paragraph B-4, as to its use in formations.

## **Section II. GENERAL OPERATIONAL CONSIDERATIONS**

### **7-5. Command and Control**

*a.* The chain of command and areas of responsibility must be clearly defined at all levels. Whenever practicable, the assigned unit boundaries should coincide with the local police subdivisions to simplify coordination of activities in the area. Boundaries usually are located in streets or alleys with coordinating points at street intersections. When a street is designated as a boundary, responsibility for both sides of the street is given to one unit to insure proper coverage. Arrangements should

be made to have civil police and troops operate together. In addition to the joint action by police and troops in the streets, arrangements should be made to exchange liaison officers at each headquarters from company through division on a 24-hour basis. Arrangements should also be made for the collocation of military and civilian police command elements.

*b.* On arrival in the area of operations, the troops must have had fully explained to them the permissible degrees of force, and restrictions in

## APPENDIX A

### REFERENCES

#### A-1. Army Regulations (AR)

AR 10-7 United States Continental Army Command.

AR 40-3 Medical, Dental, and Veterinary Care.

AR 75-15 Responsibilities and Procedures for Explosive Ordnance Disposal.

AR 135-300 Mobilization of Army National Guard of the United States and Army Reserve Units.

AR 190-2 Installation Confinement Facilities.

(O) AR 190-20 Army Detention Facilities.

AR 220-15 Journals and Journal Files.

AR 310-25 Dictionary of United States Army Terms.

AR 320-50 Authorized Abbreviations and Brevity Codes.

AR 360-5 General Policies.

AR 360-61 Community Relations.

AR 360-81 General Provisions.

AR 360-83 Home Town News Release Program.

AR 380-5 Safeguarding Defense Information.

AR 385-63 Regulations for Firing Ammunition for Training, Target Practice and Combat.

AR 500-50 Civil Disturbances.

AR 500-60 Disaster Relief.

AR 500-70 Civil Defense.

AR 525-15 Operational Reports—Lessons Learned.

AR 600-20 Army Command Policy and Procedure.

AR 633-1 Apprehension and Restraint.

AR 633-5 Prisoners—General Provisions.

#### A-2. Field Manuals (FM)

FM 3-8 Chemical Reference Handbook.

FM 3-10 Employment of Chemical and Biological Agents.

FM 3-50 Chemical Smoke Generator Units and Smoke Operations.

FM 19-1 Military Police Support, Army Divisions and Separate Brigades.

FM 19-2 Military Police Support in the Field Army.

FM 19-3 Military Police Support in the Communications Zone.

FM 19-5 The Military Policeman.

FM 19-20 Military Police Investigations.

FM 19-25 Military Police Traffic Control.

FM 19-30 Physical Security.

FM 19-40 Enemy Prisoners of War and Civilian Internees.

FM 19-60 Confinement of Military Prisoners.

FM 20-10 Military Support of Civil Defense.

FM 21-5 Military Training Management.

FM 21-6 Techniques of Military Instruction.

FM 21-11 First Aid for Soldiers.

FM 21-30 Military Symbols.

FM 21-40 Chemical, Biological, Radiological, and Nuclear Defense.

FM 21-41 Soldier's Handbook for Defense Against Chemical and Biological Operations and Nuclear Warfare.

FM 21-48 Chemical, Biological, and Radiological (CBR) and Nuclear Defense Training Exercises.

FM 21-60 Visual Signals.

FM 21-150 Combatives.

FM 22-5 Drill and Ceremonies.

FM 22-6 Guard Duty.

FM 22-100 Military Leadership.

FM 23-5 U.S. Rifle, Caliber. 30, M1.

FM 23-8 U.S. Rifle, 7.62-mm M14 and M14E2.

FM 23-9 Rifle 5.56-mm XM16E1.

FM 23-30 Grenades and Pyrotechnics.

FM 23-31 40-MM Grenade Launcher, M79.

FM 24-16 Signal Orders, Records and Reports.

FM 24-18 Field Radio Techniques.

FM 27-10 The Law of Land Warfare.

FM 30-5 Combat Intelligence.

FM 31-16 Counter guerrilla Operations.

FM 31-22 U.S. Army Counterinsurgency Forces.

FM 31-23 Stability Operations—U.S. Army Doctrine.

FM 31-50 Combat in Fortified and Built-Up Areas.

FM 33-5 Psychological Operations—Techniques, and Procedures.

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- FM 41-5 Joint Manual for Civil Affairs.
- FM 41-10 Civil Affairs Operations
- FM 100-5 Operations of Army Forces in the Field.
- FM 100-10 Combat Service Support.
- FM 101-5 Staff Officers' Field Manual: Staff Organization and Procedure.
- FM 101-10-1 Staff Officers' Field Manual: Organizational Technical and Logistical Data, Part I—Unclassified Data.
- FM 101-10-2 Staff Officers' Field Manual: Organizational, Technical and Logistical Data—Extracts of Non-divisional Tables of Organization and Equipment.

**A-3. Technical Manuals (TM)**

- TM 3-215 Military Chemistry and Chemical Agents.
- TM 3-220 Chemical, Biological, and Radiological (CBR) Decontamination.
- TM 3-240 Field Behavior of Chemical, Biological, and Radiological Agents.
- TM 3-1040-214-12 Operator and Organizational Maintenance: Disperser, Riot Control Agent, Portable, M3.
- TM 3-1040-214-20P Organizational Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Portable, M3.
- TM 3-1040-214-35 Field and Depot Maintenance: Disperser, Riot Control Agent, Portable, M3.
- TM 3-1040-214-35P Field and Depot Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Portable, M3.
- TM 3-1040-220-12 Operator and Organizational Maintenance: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.
- TM 3-1040-220-20P Organizational Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.
- TM 3-1040-220-35 Field and Depot Maintenance Manual: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.
- TM 3-1040-220-35P Field and Depot Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.
- TM 3-1040-221-12 Operator and Organizational Maintenance Manual: Service

Kit, Portable Flame Thrower-Riot Control Agent Disperser, M27.

- TM 3-2805-200-12 Operator and Organizational Maintenance: Engine, Gasoline, 2-Cylinder, 8.5 HP.
- TM 3-2805-200-20P Organizational Repair Parts and Special Tool Lists: Engine, Gasoline, 2-Cylinder 8.5 HP.
- TM 3-2805-200-35 Field and Depot Maintenance: Engine, Gasoline, 2-Cylinder, 8.5 HP.
- TM 3-2805-200-35P Repair Parts and Special Tool Lists: Engine, Gasoline, 2-Cylinder, 8.5 HP.
- TM 3-4240-202-15 Operator, Organizational, DS, GS and Depot Maintenance: Mask, Protective, Field, M17.
- TM 8-285 Treatment of Chemical Agent Casualties.
- TM 9-1330-200 Grenades, Hand and Rifle.
- TM 9-1900 Ammunition, General.
- TM 57-210 Air Movement of Troops and Equipment.
- TM 750-5-15 Chemical Weapons and Defense Equipment.

**A-4. Training Circulars (TC)**

- TC 3-16 Employment of Riot Control Agents, Flame, Smoke, Antiplant Agents, and Personnel Detectors in Counter guerrilla Operations.

**A-5. Department of the Army Pamphlets (DA Pam)**

- DA Pam 27-11 Military Assistance to Civil Authorities.
- DA Pam 108-1 Index of Army Motion Pictures and Related Audio-Visual Aids.
- DA Pam 310-1 Index of Administrative Publications.
- DA Pam 310-3 Index of Doctrinal, Training, and Organizational Publications.
- DA Pam 310-4 Index of Technical Manuals, Technical Bulletins, Supply Manuals (types 7, 8, and 9), Supply Bulletins, and Lubrication Orders.
- DA Pam 310-7 U.S. Army Equipment Index of Modification Work Orders.
- DA Pam 360-81 To Insure Domestic Tranquillity.
- DA Pam 360-208 You and Your Community.
- DA Pam 360-300 Theirs to Reason Why.
- DA Pam 360-524 Your Personal Affairs.

**A-6. Training Films (TF)**

TF 3-3133 Use of CS in Training.  
 TF 7-3201 Grenades and Grenade Launchers.  
 TF 19-1701 Support in Emergencies—Riot Control.  
 TF 19-3149 Introduction to Disaster Planning.  
 TF 19-3331 Planning for Riot Control.  
 TF 19-3545 Riot Control Techniques—Operations.  
 TF 19-3799 Riot Control Formations.  
 TF 19-3836 Riot Control Munitions: Part I—Use and Employment of Grenades.  
 TF 19-3950 Civil Disturbances—Principles of Control.

TF 19-3951 Civil Disturbances—Planning for Control.

**A-7. Others**

Manual for Courts-Martial, United States, 1969.  
 Prevention and Control of Mobs and Riots, Federal Bureau of Investigation, April 3, 1967.  
 Army Subject Schedule 19-6, Control of Civil Disturbances.  
 Army Subject Schedule 19-11, Military Police Emergency Operations.  
 Army Subject Schedule 19-12, Shotgun, Riot type.  
 Department of the Army Civil Disturbance Plan  
 USCONARC Civil Disturbance Plan (Garden Plot)  
 GTA 21-2-7 Special Orders for Civil Disturbances.



## ★APPENDIX F

## PROCLAMATIONS, LETTERS, AND ANNOUNCEMENTS

## Section I. PROCLAMATIONS

**F-1. Forms of Proclamations**

The forms in the following paragraphs are for guidance only. Wherever time permits, the military commander obtains clearance from higher authority as to the exact language of the proclamation to be issued. Where this procedure is not practicable, extreme care must be taken to insure that "whereas" clauses of the proclamation accurately report prior Presidential action as to the reason for, and the purpose of, the intervention and the order which has been issued by the President to all persons involved. If the President has issued an Executive Order, the form proclamations, directives, and letters should refer to it.

**F-2. Value of a Military Proclamation**

A proclamation is considered an excellent medium to make known to a crowd the intentions of the military commander. In some instances the proclamation makes further action unnecessary. A proclamation puts the population on notice that the situation demands extraordinary military measures, prepares the people to accept military authority, tends to inspire respect from lawless elements and supports law-abiding elements, gives psychological aid to the military forces attempting to restore order, and indicates to all concerned the gravity with which the situation is viewed.

**F-3. Federal Aid to Civil Authorities**

In the case of Federal aid to civil authorities, the text of the proclamation may take the following form:

WHEREAS, upon the application of the proper authorities of the State of \_\_\_\_\_, the President of the United States has ordered

(here state the nature of the order): and

WHEREAS, the President has also by his Proclamation to that effect, commanded all persons engaged in unlawful and insurrectionary proceedings to disperse and retire peaceably to their respective abodes on or before the hour of \_\_\_\_\_ of the day \_\_\_\_\_ 19\_\_\_\_, and hereafter to abandon said combinations and submit themselves to the laws and constituted authorities of said State; and

WHEREAS, I, \_\_\_\_\_, have by due and proper orders, been directed to operate within the County or Counties of \_\_\_\_\_, State of \_\_\_\_\_, and particularly within an area described as follows, to wit: for the purposes aforesaid:

NOW, THEREFORE, I do hereby command all persons to obey the orders of the President of the United States contained in his Proclamation aforesaid, and, for the purpose of more effectively and speedily, and with less loss of life and property, accomplishing the orders of the President to protect said State and the citizens thereof against domestic violence and to enforce the due execution of the laws of said State, I do further proclaim that within the area particularly above described, the following orders shall be observed and obeyed, to wit:

(Here insert orders.)

I do further proclaim and declare that any person violating the orders of the President aforesaid, or my orders hereinabove appearing, will be seized and held by the military authorities for proper disposition; and that acts of force or violence on the part of the civil population will be met with such force necessary to restore order and submission to the constituted authority; and

In order that their lives and their persons may not be endangered, I adjure all people to keep away from all scenes of disorder.

In the name of the President of the United States, I command that you disperse and retire peaceably to your homes.



**F-4. To Enforce Federal Laws and Protect Government Property**

a. If the President has directed action to enforce Federal laws and to protect Federal property, and a request from State authorities is *not* involved, the text of the commander's proclamation may take the following form:

WHEREAS, by reason of unlawful obstructions, combinations, and assemblages, it has become impracticable in the judgment of the President of the United States to enforce the laws of the United States by the ordinary course of judicial proceedings within \_\_\_\_\_ and particularly within that portion of \_\_\_\_\_ described as follows, to wit: and

WHEREAS, the President has also admonished all persons who may be or may come within the areas aforesaid, against aiding, countenancing, encouraging, or taking any part in such unlawful obstructions, combinations, and assemblages, and has warned all persons engaged in or in any way connected with such unlawful obstructions, combinations, and assemblages to disperse and retire peaceably to their respective abodes on or before the hour of \_\_\_\_\_ of the \_\_\_\_\_ of \_\_\_\_\_, 19\_\_\_\_, and has further proclaimed that those who disregard his warning as aforesaid and persist in taking part with a riotous mob in forcibly resisting and obstructing the execution of the laws of the United States, or interfering with the functions of the Government, or destroying or attempting to destroy the property of the United States or property under its protection, cannot be regarded otherwise than as public enemies; and

WHEREAS, I, \_\_\_\_\_, have by due and proper orders, been directed to operate within \_\_\_\_\_

and particularly within the area hereinbefore described, for the purpose aforesaid:

NOW, THEREFORE, I do hereby command all persons to obey the orders of the President of the United States and, for the purpose of more effectively and speedily, with less loss of life and property, accomplishing the order of the President to enforce the laws of the United States and to protect Government property, I do further proclaim that within the above prescribed area, the following orders shall be observed and obeyed, to wit:

(Here insert order and restrictions.)

I do further proclaim and declare that any person violating the orders of the President aforesaid, or my orders hereinabove appearing, will be seized and held by the military authorities for proper disposition; and that acts of force or violence on the part of the civil population will be met with such force necessary to restore order and to insure the protection of Government property and submission to the constituted authority; and

In order that their lives and their persons may not be endangered, I adjure all people to keep away from all scenes of disorders.

In the name of the President of the United States, I command that you disperse and return peaceably to your homes.

b. If the President has directed action to control a civil disturbance, the text of the commander's proclamation may take the following short form:

WHEREAS, public disorders and riots have passed beyond the control of local authorities; and

WHEREAS, public property and private property are threatened by unruly mobs; and

WHEREAS, community activities have been suspended and there is danger to the public health and safety;

NOW, THEREFORE, I \_\_\_\_\_, United States Army, by virtue of the authority vested in me by the President of the United States and by my powers and prerogatives as Commanding General of the \_\_\_\_\_ Army, do hereby declare that a grave emergency exists in the city of \_\_\_\_\_, and the areas bounded as follows: \_\_\_\_\_.

I hereby command all persons engaged in unlawful and insurrectionary proceedings to disperse and retire peaceably to their respective abodes immediately and abandon all insurrection, domestic violence, and combinations leading thereto.

I further admonish all persons to abstain from any acts which might be injurious to the military forces of the United States.

**F-5. Prior to Employment of Federal Military Forces**

Prior to the use of active force, the immediate commander of the troops should make a verbal proclamation similar to the following: "In the name of the President of the United States I command that you disperse and retire peaceably to your homes."

## Section II. LETTERS AND ANNOUNCEMENTS

**F-6. DA Letter of Instruction to a Task Force Commander**

An example of a Department of the Army Letter of Instruction (Joint Messageform) is

shown below. It is emphasized that the content of this Letter of Instruction will depend on the situation and the mission assigned the Task Force Commander.

JOINT MESSAGE FORM (DD Form 173)

PRECEDENCE:

ACTION—IMMEDIATE

INFO —IMMEDIATE

FROM: DA

TO: (TASK FORCE COMMANDER)

INFO: (As Required)

FROM: GEN W. C. WESTMORELAND

Chief of Staff

United States Army

Subject: Letter of Instruction GARDEN PLOT

1. For immediate action by \_\_\_\_\_, Task Force Commander.
2. This Letter of Instruction is effective on receipt for planning and preparatory action. It is effective for execution on order of the Chief of Staff, U.S. Army.
3. Command and Control.
  - a. \_\_\_\_\_, you are designated Commander of Task Force \_\_\_\_\_. Your mission is to restore and maintain law and order in \_\_\_\_\_. Units for Task Force \_\_\_\_\_ will be designated. Be prepared to assume operational control of and employ additional active Army, Navy, Air Force, Marine Corps, Coast Guard, \_\_\_\_\_ (state) National Guard, and other Reserve component units of all services called or ordered to active duty under Presidential authority.
  - b. In carrying out your duties, you will be directly responsible to the Chief of Staff, U.S. Army, who is acting for the DOD Executive Agent (Secretary of the Army). You will establish your command post at \_\_\_\_\_ and report subsequent locations. You are authorized direct communication with Army, Navy, Air Force, and Marine Corps and Coast Guard installation commanders in the vicinity of your operation.
  - c. The Attorney General will appoint a Senior Civilian Representative with appropriate support for the objective city. You will consult with the Senior Civilian Representative regarding military operations and decisions when feasible. The Senior Civilian Representative, in consultation with you will establish and maintain liaison with mayor, governor, and other civil authorities of Federal, state and local governments in the objective area. He will coordinate the Federal civilian efforts to assist in the administration of justice, in the detention of prisoners, in arranging for emergency relief measures, and in other civil matters. You will promptly advise the Chief of Staff, U.S. Army, of significant actions taken by you as a result of consultations with the Senior Civilian Representative. The Senior Civilian Representative will be located at your command post.
  - d. You will cooperate with (but not take orders from) municipal and state law enforcement officials.

e. An on-site DOD Public Affairs Chief will be designated by the ASD(PA) to furnish public affairs advice and guidance to you. In the event of a disagreement between you and the ASD(PA) representative concerning the public release of information, you will report the fact to the Chief of Staff, U.S. Army; however, the issue will be resolved by the ASD(PA) in coordination, where possible, with the DOD Executive Agent (the Secretary of the Army).

f. \_\_\_\_\_ is designated as the Personal Liaison Officer, Chief of Staff, U.S. Army, for this operation and is available for such assistance and advice as you desire. Also, the following DA representatives have been provided to \_\_\_\_\_ as his liaison team:

(1) \_\_\_\_\_, a representative of the Office of the Chief of Information to assist in public and command information matters.

(2) \_\_\_\_\_, a representative of the Office of the Assistant Chief of Staff for Communications-Electronics, to assist in Communications-Electronics matters.

(3) \_\_\_\_\_, a representative of the Office of The Provost Marshal General, to assist in the coordination with local law enforcement agencies.

(4) \_\_\_\_\_, a Judge Advocate General representative to provide legal advice.

(5) \_\_\_\_\_, a representative of the Assistant Chief of Staff for Intelligence, to assist in intelligence matters.

(6) \_\_\_\_\_, a representative of the Deputy Chief of Staff for Logistics to assist in logistics matters.

(7) \_\_\_\_\_, a representative of the Directorate for Civil Disturbance Planning and Operations to assist in operational matters.

(8) \_\_\_\_\_, a representative of the Deputy Chief of Staff for Personnel to assist in personnel matters.

g. The Directorate for Civil Disturbance Planning and Operations is responsible for establishing and maintaining communications between your command post location and the DCDPO Watch Team, AOC, Washington, D.C. Direct communication with DA is authorized and directed. You will insure that continuous contact is maintained with the DCDPO Watch Team, AOC, from time of arrival in \_\_\_\_\_.

h. You will be met on arrival in \_\_\_\_\_ by \_\_\_\_\_ the senior representative of the USAINTC in the area. He will brief you on the current situation and assist in other ways on request.

#### 4. Application of Force.

a. Operations by Federal forces were not authorized until the President was advised by the highest officials of the state that the situation could not be controlled with the non-Federal resources available. Your mission therefore is to help restore law and order and to help maintain it until such time as state and local forces can control the situation without your assistance. In performing this mission, your Task Force may find it necessary actively to participate not only in quelling the disturbance but also in helping to prevent criminal acts and in helping to detain those responsible for them. You are authorized and directed to provide such active participation, subject to the restraint on the use of force set forth below.

b. The principal rule of use of force which controls all others is that you will at all times use the minimum force required to accomplish your mission. Due respect will be shown for the great number of citizens whose involvement in the disturbance is purely accidental. Your force options for determining how your troops may be armed to accomplish your mission are enumerated in appendix 9 to Annex C of Department of the Army Civil Disturbance Plan.

(*Note.* Users of FM 19-15 will find these options enumerated in paragraph 7-4.)

c. You are authorized to use non-deadly force, including riot control agents, to control the disturbance, to prevent crimes, and to apprehend or detain persons who have committed crimes, but the degree of force used must be no more than that reasonably necessary under the circumstances. For example, riot control agents should not be used if saturation of an area with available manpower will suffice. You are authorized to delegate the authority to use riot control agents and other forms of non-deadly force at your discretion.

d. The use of deadly force (i.e., live ammunition or any other type of physical force likely to cause death or serious bodily harm) in effect invokes the power of summary execution and can therefore be justified only by extreme necessity. Accordingly, its use is not authorized for the purpose of preventing activities which do not pose a significant risk of death or serious bodily harm (for example, curfew violations or looting). Use of deadly force is authorized where (1) lesser means have been exhausted or are unavailable, (2) the risk of death or serious bodily harm to innocent persons is not increased by its use and (3) the purpose of its use is one or more of the following:

- (i) Self-defense to avoid death or serious bodily harm;
- (ii) Prevention of a crime which involves a substantial risk of death or serious bodily harm (for example, to prevent sniping);
- (iii) Prevention of the destruction of public utilities or similar property vital to public health or safety;
- (iv) Detention or prevention of the escape of persons against whom the use of deadly force is authorized in subparagraphs (i), (ii), and (iii) immediately above.

In addition, the following policies in the use of deadly force will be observed:

(1) When deadly force is used, aim where possible to wound, not to kill.

(2) In order to avoid firing which creates a hazard to innocent persons and can create the mistaken impression on the part of citizens that sniping is widespread, warning shots will not be employed.

(3) Where other means have failed and firing is necessary to control sniping, well-aimed fire by expert marksmen will be used wherever possible and the number of rounds will be kept to a minimum to reduce the hazard to innocent persons.

e. You are authorized to have live ammunition issued to personnel under your command. They are not to load or fire their weapons except when authorized by an officer in person, when authorized in advance by an officer under certain specific conditions, or when required to save their lives

(including the prevention of serious bodily harm). You will insure positive control over use of weapons. You may at your discretion delegate that authority to use deadly force provided such delegation is not inconsistent with this paragraph and that the persons to whom such delegation is made understand the constraints upon the use of deadly force set forth in d above.

## 5. Custody and Detention of Civilians

Whenever possible, civilian police authorities should take civilian personnel into custody; however, when assistance is necessary or in the absence of the civilian police, Federal military forces have the responsibility to detain or take into custody rioters, looters, or others committing offenses. In any case, military personnel will furnish any information required by civilian police to execute an arrest form. A copy of any detention form that is executed will be furnished to the civilian police. Should a situation arise necessitating the detention of civilian personnel, civil police, possibly in collaboration with local Department of Justice personnel, will operate and maintain or provide for detention facilities.

## 6. Searches

In carrying out your mission to restore and maintain law and order, Task Force personnel may conduct searches of individuals and private property (including automobiles) in the following situations:

a. If they have reason to believe that an individual is armed or is carrying instruments of violence, they may search the individual for such weapons.

b. If they have reason to believe that an individual who has committed, who is about to commit, or who is committing a crime of violence is hidden in a building or automobile, they may search the building or automobile for the individual and his weapons.

c. If they have stopped an automobile and there is reason to believe that the vehicle contains weapons or instruments of violence, they may search the vehicle for these weapons or instruments of violence. In addition, in carrying out your mission to restore and maintain law and order, it may be necessary to conduct searches of individuals or private property (including automobiles) in other situations. You must review the evidence forming the basis of a request for Task Force personnel to conduct such searches. As a general rule, such searches should be carried out by local and state civil law enforcement personnel because of their greater familiarity with standards for searches, including the use of judicial warrants. However, you may authorize Task Force personnel to conduct such searches if you determine that it is reasonably necessary to the accomplishment of your mission and that there is an immediate danger of violence unless the search is begun without delay. In all other such cases responsibility for the search should be turned over to civil law enforcement personnel to be conducted according to local procedures. You may delegate this authority to subordinate military commanders no lower than the grade of lieutenant colonel. The commander authorizing such search will as soon as is reasonably convenient, fully document the reasons for the search, including the events indicating that the search is necessary, the identity of those things sought, and the source and content of the information leading to the conclusion that the items sought will probably be found in the place searched.

7. Should you believe that in order to fulfill your mission there is no alter-

native to an application of force or other action which is at variance with the intent or wording of this LOI, you should discuss the matter with the Senior Civilian Representative and thereafter obtain approval of the Chief of Staff. In an emergency where in your judgment time does not permit obtaining the approval of Chief of Staff, that requirement is waived but a report should be made as soon as possible to the Chief of Staff.

8. Reports. You will insure that DA is fully informed on operations through the submission of:

a. Interim telephonic reports on major changes or significant events which warrant the immediate attention of Headquarters, DA.

b. Situation reports will be submitted to DA, ATTN: CDPO-OPS-WT daily as of 1200Z and 2400Z not later than 1700Z and 0500Z respectively for the "as of date." Reports may be by telephone or message. Telephonic report will be confirmed by message. Initial report as of \_\_\_\_\_.

9. Future teletype correspondence on this operation will be prefaced by the words "Take Force \_\_\_\_\_."

10. Upon execution, this letter is regraded UNCLASSIFIED.

11. Acknowledge receipt of this letter to DCDPO Watch Team Chief, AOC, Pentagon, Washington, D.C. (OX50441 X251).

**F-7. Prepared Announcements to be Delivered to Rioters Over Public Address Systems**

When Federal military forces are ordered to quell a civil disturbance, the commander of the unit at the scene of the disturbance may direct that a proclamation be issued over public address systems. The force of the words used in the proclamation should be gauged to the com-

position of the crowd. If the crowd is composed of a group of usually law-abiding citizens but who are presently assembled to show their disagreement with an existing situation, the proclamation would require less force. On the other hand, if the crowd is composed of a militant group of rioters, the proclamation would require more force. The text of the announcements may take the following form:

**INITIAL ANNOUNCEMENTS**

**1. ATTENTION: ATTENTION:**

"Leave this area at once! We have every means with which to disperse you. We do not wish to cause bloodshed, but we will tolerate no more of this unlawful behavior. Leave this area or we will drive you out with force!"

(Indicate method, streets to be used, and direction crowd is to disperse.)  
Leave at once!

**DISPERSE AND RETIRE PEACEABLY!  
DISPERSE AND RETIRE PEACEABLY!**

**2. ATTENTION ALL DEMONSTRATORS:**

The demonstration in which you are participating ends at \_\_\_\_\_. The permit which was agreed to by the leaders of the demonstration expires at that time.

All demonstrators must depart from the \_\_\_\_\_ grounds by \_\_\_\_\_.

All persons who wish to leave voluntarily can board positioned buses. These buses will go to the \_\_\_\_\_. Those who wish to take the buses should move to the west end of the sidewalk.

Those demonstrators who do not leave voluntarily by midnight will be arrested and taken to a Federal detention center.

All demonstrators are urged to abide by the permit.

**PUBLIC ANNOUNCEMENT**

“Return to your homes! Someone may be looting them at this moment! During a disturbance the criminal element is at its highest peak. Your property or your family may be in danger!”

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

(Indicate method, streets to be used, and direction crowd is to disperse.)

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

**EMPLOYMENT OF TROOPS**

**ATTENTION! ATTENTION!**

“Troops are present in this area. They are preparing to advance against you. Disperse peaceably and leave this area. We are determined to maintain order. To avoid injury leave at once.”

(Indicate method, streets to be used, and direction crowd is to disperse.)

**DISPERSE NOW AND AVOID POSSIBLE INJURY!**

**DISPERSE NOW AND AVOID POSSIBLE INJURY!**

Repeat until troops are committed. When troops are committed, use the following:

“Troops are advancing now. They will not stop until the crowd is dispersed and order is restored. To avoid injuries leave the area at once. Return to your homes as peaceful citizens. Troops have their orders and they will not stop until the crowd is dispersed. Do not get hurt. Leave the area.”

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

**PRESENCE OF CHILDREN**

(To be used in conjunction with other announcements.)

**ATTENTION! ATTENTION!**

“We warn you! Do not attempt to cause further disturbance. Disperse now in an orderly manner. We do not wish to injure children but you cannot continue this disorder! Return at once to your own area.”

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

**TROOPS OPEN FIRE**

**ATTENTION!! ATTENTION!!**

“Disperse or the troops will open fire. We are taking this step only because you have left us no alternative. We are pledged to maintain law and order and we have tried all other means to stop this disorder. Disperse and return to your homes. To avoid being injured leave at once.” (Indicate method, streets to be used, and direction crowd is to disperse.)

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)





CHANGE }  
No. 1 }

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, D.C., 15 October 1968

### CIVIL DISTURBANCES AND DISASTERS

FM 19-15, 25 March 1968, is changed as follows:

1. Remove old pages and insert new pages as indicated below.

*Old pages—*  
7-17 and 7-18..... *New pages—*  
7-17, 7-18, and 7-18.1

2. Changed material is indicated by a star.
3. File this change sheet in front of the manual for reference purposes.

By Order of the Secretary of the Army:

W. C. WESTMORELAND,  
*General, United States Army,*  
*Chief of Staff.*

Official:  
KENNETH G. WICKHAM,  
*Major General, United States Army,*  
*The Adjutant General.*

Distribution:

To be distributed in accordance with DA Form 12-11 requirements for Civil Disturbances and Disasters.



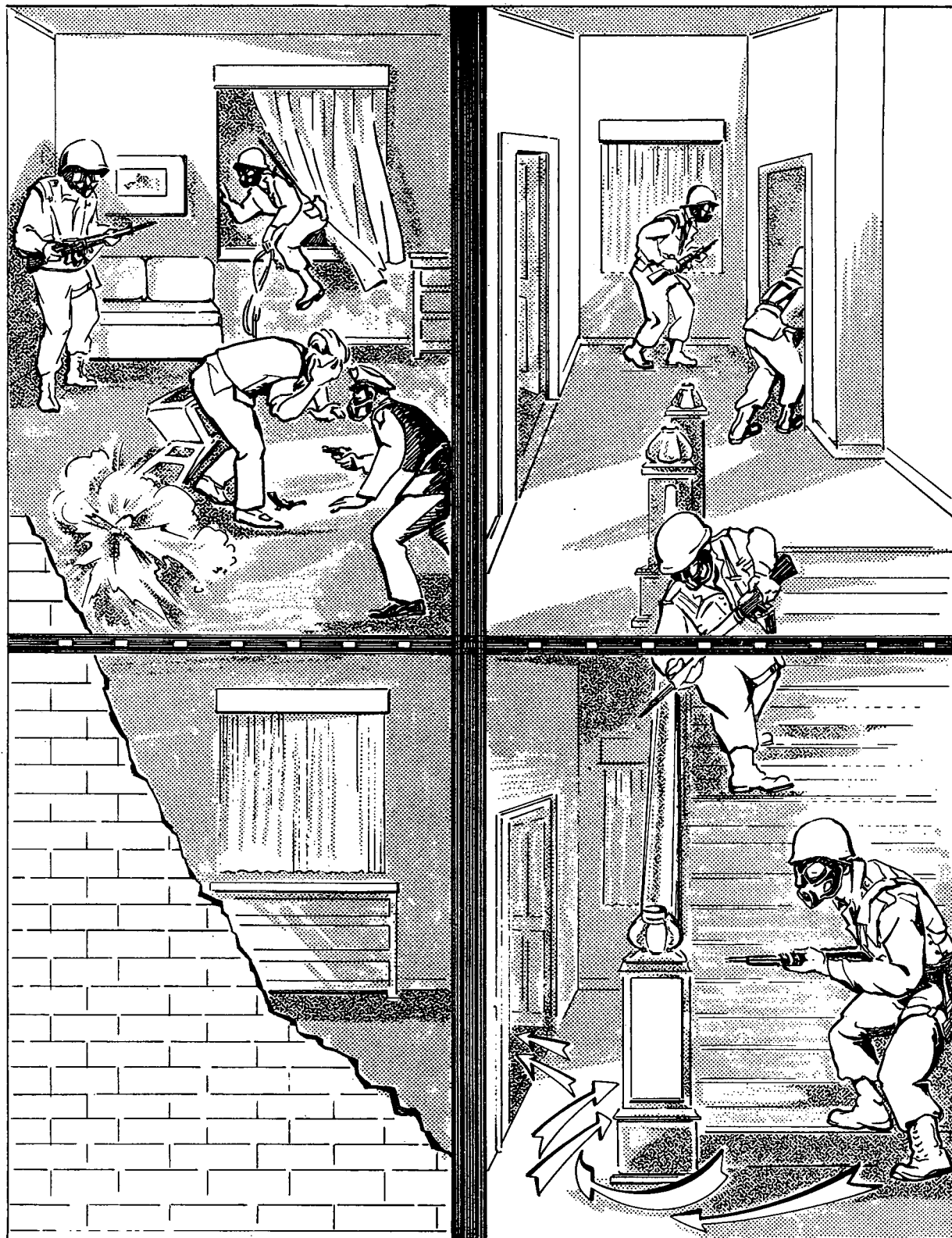


Figure 7-5. A searching party, operating in two-man teams makes systematic search of a building from the top down.  
TAGO 391A

## C 1, FM 19-15

cape routes are available for the rioters and that all avenues of escape are covered by the covering team.

*b. Clearing Techniques.*

(1) Clearing individual buildings or groups of buildings is carried out by a searching team composed of troops and civil police supported by a covering team. The covering team may use smoke or riot control agents to aid the advance of the searching team or fire by selected marksmen if necessary. The "base of fire" technique (massed firepower) should not be used because it accomplishes nothing constructive and creates hostility among innocent persons who suffer property damage or injury. The searching team should maneuver under the protection of cover, firing only when necessary to protect life and property.

(2) The covering team normally includes riflemen and grenadiers, and protects and aids the advance of the searching team. The covering team occupies positions where it can best observe the building to be entered. Once the searching team enters the building, the covering team secures the avenues of escape and provides assistance as necessary from their outside positions.

(3) The searching team enters and searches all buildings that the unit is responsible for clearing. The size of the searching team depends upon the size and character of the buildings to be searched. It should be kept small, since an excessively large searching team leads to confusion and the men get in each other's way. In the searching

team, the riflemen operate as two-man teams under the direction of the team leaders. Troops mask if riot control agents are used.

(4) Team members take full advantage of the cover available, exposing themselves only when necessary. For this reason, off-hand firing techniques are used. Team members should be able to fire both right and left handed with reasonable accuracy. The vulnerability of team members can be further reduced by the use of riot control agents when the situation dictates. Again the right and left hand techniques should be used to lob the riot control grenade into a room.

(5) A team of two men normally is given the mission of searching one room. One man may throw in a riot control grenade, wait for it to explode, then enter quickly and place his back against the nearest wall. The second man follows and searches the room in detail. The searching team keeps the team leader informed of its progress in clearing assigned portions of a building.

*c. Problems of Control.* Building clearing operations present special problems of control for commanders. A unit, in all probability, will be clearing buildings in a relatively large area and segmented into small teams. Effective leadership becomes a distinct problem as there is little or no central control. Training in this area should be stressed, placing less reliance on radios for communication (since they will not be entirely effective in confined areas) and increasing the use of messengers and physical contact to maintain control.

## ★Section V. ANTI-ARSON MEASURES AND PROTECTION OF FIRE FIGHTERS

### 7-22. General

*a.* In riot-torn areas there is always a danger of accidental fires but the possibility of arson poses an even greater problem. The arsonist not only destroys property but may trap and burn to death many innocent victims. In this sense, then, the arsonist may be said to be not only more destructive but also more dangerous than the sniper. The combination of arsonists and snipers is a particularly deadly one. All control forces employed during civil disorders are subject to confrontation with the problem of arson and must continuously and actively seek to prevent acts of arson and to apprehend arsonists.

*b.* Arson, which is generally defined as the crime of purposely setting fire to a building or property, is generally considered a felony. As with all felonies, whether they be arson, sniping, murder, or otherwise, the principle of using only that amount of force necessary to prevent the commission of the offense or if already committed, only that amount of force necessary to apprehend the offender is applicable for the control forces (para 3-7 and 3-9).

*c.* Weapons fire may be required to prevent acts of arson which would cause loss of human life or destruction of facilities vital to public safety and the conduct of government. In such instances the

application of necessary force as outlined in paragraph 7-4 is appropriate. Commanders should make every effort personally to control weapons fire directed at arsonists.

*d.* Apprehension of arsonists and suspected arsonists is subject to the constraints and procedures covered in paragraphs 7-7 and 7-8.

### **7-22.1. Anti-Arson Measures**

*a.* Anti-arson measures are similar to those prescribed for control of looting (para 7-25). Both functions should be performed by all personnel employed in civil disturbance control operations. Particular emphasis should be placed upon the responsibilities of all patrols in the control and prevention of arson during periods of civil disorder. The following measures will materially assist the control force in preventing arson, apprehending arsonists, and limiting the damage resulting both from acts of arson and from accidental fires.

(1) Increased surveillance through saturation patrolling and stationary guard posts, and isolation of the affected area by the use of barricades and roadblocks will assist in controlling arson. Patrols are especially effective in preventing overt arson, in giving notification of the location of fires, and conducting spot checks of individuals acting in a suspicious manner for the materials and devices used to set fires. Roadblocks and barricades reduce the movement of individuals in the affected area and also provide an opportunity for searches of suspicious individuals for materials and devices needed for arson.

(2) Control force commanders may find it helpful to develop lists of known and suspected arsonists from the files of civil law enforcement

agencies and disseminate this information to all control force personnel.

(3) Consideration should be given to forming specially trained teams of arson experts such as specialists from police, fire, and insurance agencies to investigate promptly all acts of suspected arson and attempted arson and to assist control forces at the scene of arson incidents.

(4) All forces committed should be instructed on proper fire notification procedures, including a brief orientation on the local fire alarm system if appropriate, to insure rapid response to the discovery of a fire.

*b.* If a fire does start in the area the control force—

(1) Seals off the area to prevent entry by sightseers.

(2) Assists in extinguishing the fire if the local situation permits.

(3) Prevents crowds from gathering. Crowds hinder firefighting operations and could possibly lead to further rioting.

(4) Evacuates the area if deemed necessary by the local commander and the fire chief.

(5) Protects firemen from snipers, hand-thrown projectiles, etc.

(6) Cordons off the area and establishes observation posts so that surrounding building and rooftops can be observed. If sniper activity occurs, the procedure discussed in paragraphs 7-26 through 7-29 should be used.

*c.* Units should visit local fire stations and become familiar with the operation of the different items of firefighting equipment. This equipment, in addition to putting out fires, can be used to disperse crowds involved in riotous actions.



FIELD MANUAL }  
No. 19-15 }

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, D.C., 25 March 1968

## CIVIL DISTURBANCES AND DISASTERS

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\*This manual supersedes FM 19-15, 21 December 1964, and TC 19-3, 5 January 1968.

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**PART ONE**  
**POLICIES AND LEGAL CONSIDERATIONS**  
**CHAPTER 1**  
**INTRODUCTION**

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**Section I. GENERAL**

**1-1. Purpose and Scope**

*a.* This manual provides guidance for commanders and their staffs in preparing for and participating in civil disturbance control operations, and providing support in disaster relief operations.

*b.* This manual covers policies and legal considerations, the organization, planning, training and operational techniques and tactics required for employing units in civil disturbance control operations and the support of disaster relief operations. Commanders should augment the information contained in this manual with a thorough and continuing study of their communities to acquire knowledge and an understanding of local problems which may cause or contribute to the development of civil disturbances. This material is applicable to all organizational elements of the active Army, United States Army Reserve, and National Guard which may be required to conduct training for assignment to civil disturbance control or disaster relief operations.

**1-2. Changes**

Users of this manual are encouraged to submit recommended changes or comments to improve the manual. Comments should be keyed to the specific page, paragraph, and line of the text in which the change is recommended. Reasons should be provided for each comment to insure understanding and complete evaluation. Comments should be forwarded direct to the Commandant, United States Army Military Police School, ATTN: USAMPS-DL, Fort Gordon, Georgia 30905.

**1-3. Definition of Terms**

There is no glossary of terms in this manual. The terms used can be found in AR 320-5, a standard dictionary, or in AR 500-50, AR 500-60, and AR 500-70. Those terms used which have special meanings not included in the above sources, are explained when introduced.

**1-4. Role of the Armed Forces**

*a.* The responsibility of the United States Armed Forces is primarily the protection of the United States from any hostile nation or group of nations. There are, however, other real and dangerous threats to the welfare of the United States that the Armed Forces must be prepared to meet. Widespread civil disturbance is a threat to the effective functioning of a government, lowers public morale, and destroys public relationships, confidence, and progress. There is also the constant threat of natural disasters that result in loss of life, property, and resources that are essential to the economic, political, and social welfare of the United States.

*b.* The Department of the Army has primary responsibility among the military services for providing assistance to civil authorities in civil disturbances and for coordinating the functions of all the military services in this activity. It must also be prepared to assume responsibility for military support in disasters within the continental United States.

*c.* The Department of the Army policies in this area rest on the fundamental principle that the preservation of law and order in the United States is the responsibility of the State and local govern-

ments, and the alleviation of disaster conditions rests primarily with individuals, families, private industry, local and State governments, the American National Red Cross and those Federal agencies having special statutory responsibilities. Department of Defense components are authorized to assist civilian authorities as necessary or as directed by proper authority.

*d.* United States Armed Forces have been, on occasions, called upon to intervene in civil disturb-

ances and furnish support in disaster relief operations. It is therefore imperative that military units be prepared for such contingencies. They require appropriate training, specific planning and preparation and the application of special tactics and techniques. Military units are well organized and equipped for such missions; however, civil disturbance control and disaster relief operations must be considered within the social, economic, and political context of the community.

## Section II. GROUP BEHAVIOR

### 1-5. General

*a.* The successful accomplishment of civil disturbance control and disaster relief missions requires an understanding of group behavior, to include their typical actions and motives, some basic patterns of group behavior, and the individual characteristics which underlie this behavior.

*b.* Although group activity sets the scene for civil disturbances, a crowd or mob is composed of individuals. It is the behavior of the *individual* that, in the final analysis, is important. If charges must be preferred growing out of group violence, *individual* persons are charged, not groups.

### 1-6. Group Types and Characteristics

#### *a. Crowd.*

(1) A crowd may be defined as a large number of persons temporarily congregated. Generally, the members of a crowd think and act as individuals and are without organization.

(2) Under normal conditions when a crowd is orderly, violating no laws and causing no danger to life or property, it does not present a significant problem to civil authorities. In the environment of civil unrest however, any crowd represents a potential threat to the maintenance of law and order. A crowd, although innocent in its origin, nature, or purpose can develop into a violent group which might and often does pursue a course which ignores law and order. This type group has the potential of generating a riot.

#### *b. Mobs.*

(1) A mob may be defined as a crowd whose members, under the stimulus of intense excitement or agitation, may lose their sense of reason and respect for law and follow leaders in lawless acts.

(2) Mob behavior is essentially emotional and without reason. The momentum generated by mob activities has a tendency to reduce the behavior of the total group to that of its worst members. In mob activities, the first persons who take definitive action usually are the most impulsive, the most suggestible, the least self-controlled, the least inhibited. The most ignorant and most excitable are the ones who are likely to trigger the violence and, once it has begun, it usually spreads quickly, engulfing the more intelligent and self-controlled.

(3) Mobs do not always develop from crowd formations. In today's society, skillful agitators, by making use of radio, television, and other communications media, can reach large portions of the population and incite them to rebellious action without coming into personal contact with them. When agitators succeed in arousing the emotions of persons, whether in a group or individually, they can be expected to act together in either large or small dispersed groups and participate in acts of lawlessness such as sniping, looting and burning.

### 1-7. Techniques of Agitators

A violent mob can be effectively developed by a trained agitator. By applying his knowledge of group psychology, the skillful agitator can exploit psychological factors to develop the actions desired. By using techniques such as those described in *a* through *e* below, he can trigger sufficient excitement and provide the necessary stimuli to accomplish his purpose. Some of the common techniques used are—

*a. The Use of Extensive Propaganda.* Through the use of extensive propaganda, agitators can get a crowd to form at a particular location, already incensed at real or false inequities. Members of these gatherings are susceptible to the "violence-

producing" techniques of agitators. Propaganda can be spread through newspaper and magazine articles, specially prepared handbills and posters, radio and television broadcasts, or by the spreading of rumors and by aggravating natural prejudices, grievances, and desires.

*b. A Forceful Harangue by a Fiery Speaker.* The forceful harangue of a fiery speaker is probably the most effective and best known method of raising the pitch of the mob to the point where they can be urged or led to violence. A well-trained speaker, using key words and phrases, taking advantage of local prejudices, distorting facts, and using emphatic movements (e.g., waving of arms, pounding on the rostrum) can influence individuals to do things they normally would rebel against. This technique normally follows the following sequence; persons are first brought to a high emotional peak, then a course of action is suggested, and finally the course of action is justified.

*c. The Appearance of an Irritating Individual or Object.* The timely appearance of an individual or object irritating to the crowd can be just the spark to explode them into violence. The crowd may, for example, be brought to a fever pitch by a speaker, then by either planned or coincidental appearance of the individual or object the crowd will explode into violence. An irritating object frequently used is a newspaper photograph depicting alleged police brutality

*d. The Successful Accomplishment of an Act of Violence.* The successful accomplishment of an act of violence can set off a chain reaction of violence within a previously peaceful crowd. Agitators can plan this initial act or take advantage of an unplanned act. The success of the act is all-important for further violence to be attempted, since failure dulls the interest of most individuals. For instance, if a few individuals succeed in their efforts to burn down a building, others may follow by looting the building and destroying other property.

*e. The Use of an Emotion-Provoking Rumor.* Nothing can increase the tempo of disorder or incite an orderly demonstration to violence more than the circulation of an emotion-provoking rumor. Forces committed to civil disturbance control duty will discover the need for an extensive network aimed at picking up and promptly reporting rumors—no matter how inaccurate those rumors may seem.

## 1-8. Mob Actions

Regardless of the reason for violence, whether it is the result of spontaneous reactions or is deliberately incited, riotous actions can be extremely destructive. Such actions may consist of indiscriminate looting and burning or open attacks on officials, buildings, and innocent passersby. Participants are limited in their actions only by their ingenuity, the training of their leaders, and the weapons, supplies, equipment, and materials available to them. Although the degree of violence will depend upon a number of factors, such as the type and number of people involved, location, cause of the disturbance, and weapons available, certain types of violence can be anticipated. Commanders and troops should be familiar with and carefully trained in the proper actions to take when incidents such as the following occur.

*a. Verbal Abuse.* Verbal abuse in the form of obscene remarks, taunts, ridicule, and jeers can be expected. The purpose of this tactic is to anger and demoralize civil disturbance control forces and cause them to take actions that later may be exploited as acts of brutality.

*b. Attacks on Personnel and Vehicles.* Groups of rioters can be expected to give vent to their emotions upon individuals and troop formations. Troops performing duty during a civil disorder may be beaten, injured, or killed. Vehicles may be overturned, set on fire, have their tires slashed, or otherwise damaged. The same type of violence may be directed against personnel and equipment of fire departments and other public utilities.

*c. Thrown Objects.* Objects may be thrown from various vantage points, such as windows and roofs of nearby buildings and overpasses. These objects may include rotten vegetables and fruits, rocks, bricks, bottles, improvised bombs, or any other objects available at the scene.

*d. Vehicles or Objects Directed Against Troops.* When troops are located on a slope or at the bottom of a slope, dangerous objects can be directed at them such as vehicles, trolley cars, carts, barrels, liquids, etc. On level ground, wheeled vehicles can be driven toward troops, and the drivers can jump out before the vehicles reach the target. This tactic may also be used for breaching roadblocks and barricades.

*e. Use of Fire.* Rioters may set fire to buildings and motor vehicles to block the advance of troops,



*Figure 1-1. Rioters with clubs and weapons pose a threat to police officials.*

to create confusion or diversion, or to achieve goals of property destruction, looting, and sniping. They may flood an area with gasoline or oil and ignite it as the troops advance into the area or pour gasoline or oil down a slope toward the troops or drop it from buildings and ignite it.

*f. Demolitions.* Dynamite, or other explosives, may be placed in a building, timed to explode as troops or vehicles are opposite the building, or they may be exploded ahead of the troops or vehicles so that the rubble blocks the street. Demolition charges can be buried in streets and ex-



*Figure 1-2. Policeman ignoring taunts.*

ploded as troops or vehicles pass over them. Vehicles rolled or driven against the troops may contain explosives. Dogs or other animals with explosives attached to their bodies may be driven

toward the troops. The charges may be exploded by remote control, fuses, or a time device. Demolition charges may be employed to breach a dike, levee, or dam to flood an area, or the charges may



Figure 1-3. Police vehicle burned.

be employed to block an underpass by demolishing the overhead bridge.

*g. Weapons Fire Against Troops.* Weapons fire against troops may take the form of selective sniping or massed fire, and may come from within the ranks of the rioters or from buildings or other adjacent cover. The weapons used will vary from homemade one shot weapons to sophisticated automatic rifles. The imagination and resources of the rioters should not be underestimated. One commonly used tactic is to employ weapons fire against troops to inspire more daring and violent action by rioters. Weapons fire may be intended to cause troops to employ more severe measures for purposes of developing antagonism toward the civil disturbance control force. Troops engaged in civil disturbance operations must anticipate rioter-originated weapons fire as a diversionary tactic.

*h. Actions Against Barriers.* In an effort to breach barriers, individuals may throw grapples into wire barricades and drag them away or attach grapples, chains, wire, or rope to gates or

fences and pull them down. They may use long poles or spears to keep troops back while removing fences or barricades or to prevent troops from using bayonets. They may crash vehicles into gates or fences to breach them.

*i. Use of Women, Children, and Elderly People.* Women, children, and elderly people may be placed in the front ranks. This is done to play on the sympathy of the troops and to discourage any countermeasures. Where countermeasures are undertaken by the troops, agitators may have photographs taken to create further public animosity and embarrassment to civil disturbance control forces.

## 1-9. Panic

*a. General.* An important factor which must be anticipated in controlling large crowds or mobs is the phenomenon of panic. It commonly is considered as terror created by overpowering fright which inspires highly emotional behavior or unreasoning and frantic efforts to reach safety. It is extremely contagious and spreads rapidly. People

become so irrational that their actions become increasingly dangerous to themselves and others and are extremely difficult to control. In a civil disturbance situation, panic may develop under certain conditions, such as the sudden or unexpected appearance of control forces. The threat of employment or the actual employment of riot control agents might be the spark to create a panic situation, or fires and explosions deliberately or accidentally caused might be the impetus needed. In a disaster situation, panic is an even greater probability. Panic can result where large numbers of frightened, injured, confused, or stunned survivors are seeking escape from such things as fire or flood.

*b. Causes.*

(1) *Perceived threat.* A perceived threat may be physical or psychological or a combination of both. It is usually regarded as being so imminent that there is not time to do anything except try to escape.

(2) *Partial entrapment.* There normally is only one, or at best, a limited number of escape routes from a situation dominated by a perceived threat.

(3) *Partial breakdown of the escape route.* The escape route becomes blocked or congested thereby precluding effective passage.

(4) *Front-to-rear communications failure.* When the escape route precludes an effective escape and people continue to assume falsely that the route is open, the panic producing situation is completed. The physical pressure of the people advancing toward the escape route causes those in the front to be smothered, crushed, or trampled, thus producing widespread panic.

*c. Prevention and Control.* Because of the serious consequences that frequently develop from panic situations, commanders should take all steps reasonably possible to prevent threats of the type which create panic. A key consideration in panic prevention and control is the need to keep the populace informed. In many situations, if the people can be convinced that the panic situation is

more imagined than real, the situation can be handled with minimum effort. Since one of the primary causes of panic lies in the limitation of escape routes, efforts should be made to provide sufficient escape routes from the panic area and to keep them open. The crowd should be kept moving in the desired directions, avoiding areas of property destruction. Action should be taken to counteract the breakdown of front to rear communication by the use of loudspeakers or bullhorns.

## 1-10. Mental Preparation of Troops

Troops engaged in civil disturbance operations will be subjected to the noise and confusion created by large numbers of people facing them. Individual soldiers may be shouted at, insulted or called abusive names. They must learn to ignore these taunts and not allow personal feelings to interfere with the execution of their mission. In addition, troops can expect objects to be thrown at them, but must learn to avoid thrown objects by evasive movements; they must never throw the objects back. Troops must subdue their emotions and carry out their orders determinedly and aggressively whether in formation, patrolling, or posted as guards. They must be emotionally prepared for unusual actions, such as members of the crowd screaming and rushing toward them, tearing off their own clothes, or deliberately injuring or maiming themselves. Troops should understand that the well-disciplined execution of orders is the most effective force applied against rioters. They must be indoctrinated in all aspects of self-control so they may be mentally prepared for participation in civil disturbance operations.

## 1-11. Summary

The foregoing discussion is a general introduction to this subject area. A more detailed discussion of various psychological aspects of group behavior is discussed in appendix I and is suitable for more advanced study by military and civilian planners.





## CHAPTER 2

POLICIES—USE OF MILITARY FORCES IN DOMESTIC CIVIL  
DISTURBANCES AND DISASTERS**2-1. Basic Policies**

*a.* Military assistance to civil authorities in domestic civil disturbances and disasters is provided by the United States Army when such assistance is requested or directed in accordance with the laws and executive orders cited in paragraph 3-1. Additionally, commanders may take action without prior authorization if circumstances justify immediate action under the conditions described in paragraph 3-3.

*b.* Military commanders must be prepared to furnish assistance to civil authorities in domestic civil disturbances and disasters, based on contingency plans anticipating such occurrences. Commanders must insure that these plans are coordinated with appropriate civil authorities at state and local level.

*c.* Military resources and other military participation in civil disturbances and disaster relief will be on a minimum essential basis and terminated at the earliest practicable time. In this regard, a commander making his resources available to civil authorities is subject to no authority except that of his military superiors. Military assistance in rehabilitation following a disaster will not be given except as directed by the Office of Emergency planning, or in support of emergency operations conducted by the Corps of Engineers as authorized by law.

*d.* The military service having available resources nearest the affected area has the responsibility for providing initial assistance to civil authorities in domestic emergencies. Further, operations will be in accordance with the mutual agreement between the senior service commanders concerned.

**2-2. The Military Commander's Relations with Other Authorities**

*a. General.* In case of intervention with military forces, the military commander cooperates

to the fullest extent possible with the Governor and other state and local authorities, unless or until such cooperation interferes with the accomplishment of his mission. The military commander is guided by the principle that the suppression of violence without undue force is a basic policy.

*b. Liaison and Coordination.* The commander maintains liaison and coordination at all levels with civilian authorities in order to attain maximum cooperation in providing military aid and assistance. Collocation of command posts and the establishment of joint operation centers facilitate liaison and coordination between military and civilian authorities. Among the major areas requiring coordination are the following:

- (1) Preservation of law and order.
- (2) Custody of offenders.
- (3) Documentation of evidence.
- (4) News releases.
- (5) Traffic and circulation control.
- (6) Exchanges of intelligence information.
- (7) Care of the injured.
- (8) Evacuation, housing, and feeding.
- (9) Protection of key areas or facilities.
- (10) Compatibility of communications.
- (11) Delineation of areas of responsibility and establishment of joint patrols.
- (12) Removal of debris and restoration of normal conditions.

**2-3. Public Information**

The employment of Federal military forces in a civil disturbance or disaster generates several public information implications which must be taken into account in the preparation of contingency plans at all levels.

*a.* The public within the area of operation will be directly affected by the actions taken by mili-

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tary personnel, individually and collectively. Similarly, the public outside the area will have intense interest in events taking place within the area.

*b.* Press interest in most instances will be high and unless furnished timely, accurate information the press will be forced to rely upon speculation and rumor. Regular news conferences and periodic briefings should be held by senior civilian and military officials to furnish the press timely, accurate information and afford the opportunity to question senior commanders. Where practical, members of the press should be permitted to accompany senior officials on tours of the affected area.

*c.* The conduct of participating troops will receive special attention by the press and the public at large. It is essential that all participating

troops be oriented and kept informed following their arrival in the area of operation.

*d.* Liaison and coordination between all information agencies at the scene of the disturbance or disaster are essential to the exchange of accurate information and the news gathering effort in general.

*e.* The commander of the force in the area of operations should be the official Army spokesman and should be delegated authority and furnished resources to—

(1) Make news releases concerning operations and instructions for public cooperation.

(2) Conduct press briefings and broadcast reports.

(3) Approve press coverage of units including escorts.

## CHAPTER 3

### LEGAL CONSIDERATIONS

#### 3-1. Types of Intervention and Aid

*a. General.* The authority to commit Federal military forces to control domestic violence and assist in disaster operations has its source in the Constitution of the United States, Acts of Congress, and Executive Orders of the President. The use of Federal forces for this purpose is further set forth in AR 500-50, AR 500-60, and AR 500-70, which describe the necessary conditions which must exist and outline the prerequisites which must be met. The more common types of intervention are discussed in *b* through *h* below.

*b. To Aid a State at Request of that State.* Section 4, Article IV, of the Constitution makes it the duty of the Federal Government at the request of the legislature of any State (or of the Governor if the legislature cannot be convened) to protect a State against domestic violence. Congress has authorized the President to intervene with Federal military forces for this purpose (10 U.S.C. 331).

*c. To Enforce the Laws of the United States.* Section 3, Article II, of the Constitution makes it the duty of the President to see that the laws of the United States are faithfully executed. Whenever, in the judgment of the President, it is impracticable by reason of unlawful obstructions, combinations, assemblages of persons, or rebellion to enforce the laws of the United States within any State or territory by the ordinary course of judicial proceedings, he is authorized by Congress to intervene with such Federal military forces as he deems necessary for such enforcement (10 U.S.C. 332).

*d. To Protect the Civil Rights of Citizens Within a State.* The Fourteenth Amendment to the Constitution forbids any State to deny the equal protection of the laws to any person within its jurisdiction. In implementation of this provision, Congress has provided that whenever insurrection, domestic violence, unlawful combinations, or conspiracies in any State so obstruct or hinder the

execution of the laws of that State and of the United States, as to deprive any of the people of that State of rights, privileges, immunities, or protections named in the Constitution and secured by law, and the constituted authorities of that State are unable, fail, or refuse to provide such protection, it will be deemed a denial by that State of the equal protection of the laws. Thereupon, the President shall take such measures, by intervention with Federal military forces or by any other means, as he may deem necessary to suppress such disturbances (10 U.S.C. 333).

*e. To Protect Federal Property and Military Areas.* The right of the United States to protect its functions and property by intervention with Federal military forces is well established. The exercise of this right is an executive function and extends to all Federal functions and property of whatever nature and wherever located. Intervention is warranted where the need for protection exists and the local authorities cannot or will not give adequate protection. (See also 18 U.S.C. 1383 pertaining to military areas and zones.)

*f. To Assist State and Local Governments in Major Disasters.*

(1) Public Law 875, 81st Congress, 30 September 1950, (42 U.S.C. 1855 et. seq.), authorizes Federal assistance to States and local governments in major disasters to alleviate damage and suffering. The United States military forces are thereby authorized when directed by the President to provide such assistance. The law also provides that the President shall determine whether a disaster is a major disaster.

(2) The Director of the Office of Emergency Planning (OEP) is delegated the authority conferred upon the President by Sections 3 and 5a of the above act to coordinate the activities of Federal agencies in providing assistance to State and

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local governments during a major disaster declared by the President (AR 500-60).

*g. To Assist in Emergency Flood Control Activities.* Section 5 of the Flood Control Act of 1941 (55 Stat. 650) as amended (33 U.S.C. 701n) authorizes the Chief of Engineers to provide assistance in connection with rescue operations and other emergency flood control activities. CONUSAMDW commanders, when requested, assist the Civil Works Programs field agencies of the Corps of Engineers in providing such assistance (AR 10-7). Administration of this Act is under the direction of the Secretary of the Army and the supervision of the Chief of Engineers. No declaration of a major disaster is required.

*h. To Assist in Civil Defense Operations.* Public Law 920, 81st Congress (The Federal Civil Defense Act of 1950 (64 Stat. 1245) as amended (50 U.S.C. App. 2251 et. seq.)), provides a plan of civil defense in the United States. See AR 500-70 and FM 20-10 for guidance concerning emergency employment of Army resources in civil defense.

### 3-2. Prerequisites for Intervention or Aid During Civil Disturbances

Application by a State for Federal aid to its civil authorities should be made directly to the President (para 3-1b). Should such an application be presented to a local commander, he will so inform the Chief of Staff, United States Army, by the most expeditious means and will include a statement of all material facts for the consideration and action of the President. Whenever the provision of military aid to civil authority in civil disturbances is required within the States of Alaska or Hawaii, the Commonwealth of Puerto Rico, or United States possessions, the commander of the unified command concerned controls and coordinates such aid. The Commanding General, Military District of Washington, reports to the Commanding General of the CONUS army, in which the Military District of Washington is located, for plans and operations involving civil disturbances (AR 500-50).

*a. Presidential Proclamation.* No orders will be issued by the Department of the Army for the purpose indicated in paragraph 3-1b through *d* until the President has published the proclamation required by law demanding that the insurgents disperse and retire peaceably to their respec-

tive abodes within a limited time (10 U.S.C. 334).

*b. Department of the Army Approval.* While no Presidential proclamation is required by law for the purpose of protecting Federal functions or property, such action will not be taken until the need therefor has been reported to the Department of the Army through the Deputy Chief of Staff for Military Operations, and specific instructions from the Department of the Army have been received, unless action in an emergency is justified as discussed in paragraph 3-3.

### 3-3. Emergency Intervention or Aid

Before the receipt of instructions, an officer of the active Army in command of troops may take such action as the circumstances reasonably justify in case of sudden and unexpected invasion or insurrection, or riot endangering Federal functions or property or of attempted or threatened robbery or interruption of the United States mail; or of earthquake, fire, or flood, or other public calamity disrupting the normal processes of Government; or other equivalent emergency so imminent as to make it dangerous to await instructions from the Department of the Army requested through the speediest means of communication available. Such action, without prior authorization, of necessity may be prompt and vigorous, but should be designed for the preservation of order and the protection of life and property until such time as instructions from higher authority have been received, rather than as an assumption of functions normally performed by civil authorities. The officer taking such action will report immediately the action and the circumstances requiring it to the Department of the Army, Office of the Deputy Chief of Staff for Military Operations, by the speediest means of communication available in order that appropriate instructions may be issued at the earliest possible moment (AR 500-50).

### 3-4. Command

*a. General.* When intervention with Federal military forces takes place, the duly designated military commander at the scene acts to the extent necessary to accomplish his mission. In the accomplishment of his mission, reasonable necessity is the measure of his authority. The population of the affected area must be informed of the rules of conduct and other restrictive measures to be enforced by the military. These should be

announced by local proclamation or order and should be given the widest possible publicity by all available media.

*b. Limitations.* Federal military forces used for intervention or aid of civil authorities will not be placed under the command of an officer of the State Defense Forces, the National Guard not in Federal service, or any State, local, or Federal civil official.

*c. Command of State Troops.* State Defense forces or State National Guard troops not in Federal service may be directed by a United States Army officer with the consent of the Governor or other appropriate official of the State. The Commanding General, U.S. Continental Army Command, through the CONUS Army commander concerned will, whenever possible, secure agreements by State authorities to insure full cooperation of State Defense Forces or State National Guard troops not in Federal service with the military commander in the affected area in the event of intervention with Federal military forces. The employment by a State of its own forces must not be allowed to interfere with or impede Federal military missions, functions, or activities (AR 500-50).

### 3-5. Legal Restrictions

*a.* The "Posse Comitatus Act" (18 U.S.C. 1385) provides that whoever, except in cases and under circumstances expressly authorized by the Constitution or Act of Congress, willfully uses any part of the Army or the Air Force as a posse comitatus or otherwise to execute laws shall be fined not more than \$10,000 or imprisoned not more than 2 years, or both. (Posse Comitatus is defined as the force that a civil police officer calls to his assistance in the discharge of his official duty, as to quell a riot or make an arrest.)

*b.* Military forces acting in civil disturbances under the provisions of 10 U.S.C. 331-333 cited in paragraph 3-1*b*, *c*, and *d*, are not in violation of the Posse Comitatus Act. Nor does the prohibition extend to the employment of Federal military forces in protecting Federal functions, property or Federal officials against violence or forcible obstruction of their functions (but not to aid them in serving process), even though the action contemplated may, and usually does, serve incidentally to facilitate the execution of the laws. Nor does this law prohibit rendering humanitarian services in

situations of natural disasters (AR 500-60), emergency medical care and treatment for civilians (AR 40-3), and assistance in the disposal of explosives found within civilian communities (AR 75-15).

### 3-6. Martial Rule

*a. General.* Martial rule depends for its justification upon public necessity. The extent of the military force used and the actual measures taken, consequently, will depend upon the actual threat to order and to public safety. The decision to impose Federal martial rule normally will be made by the President, who will ordinarily announce his decision by a proclamation. See appendix G for details of martial rule.

*b. Legal Effects of Martial Rule.* In an area where martial rule is maintained by Federal military forces, the local civil and criminal laws continue in force, except that their actual enforcement may be suspended for the time being because of the inability of the civil authorities to function. Civil and criminal laws may also be suspended by order of the President or by order of the military commander acting under authority of the President. In an area under martial rule, the President has the power to cause military agencies to apprehend civilians charged with offenses against the special rules and regulations issued by the military commander by authority of the President, and to detain them in military custody until they can be released safely or delivered to appropriate civil authorities for trial.

### 3-7. Civil and Criminal Liability of Military Personnel

When Federal military forces are employed in the United States and its territories, whether or not martial rule prevails, the acts of individual military personnel are subject to review by the civil courts in actions for damages or in criminal proceedings. They also remain subject to the provisions of the Uniform Code of Military Justice. In a criminal prosecution, the civil courts ordinarily do not convict a military subordinate for acts done in good faith in obedience to orders from superior military authority. However, if its illegality is so obvious as to be immediately apparent to a person of average intelligence, the obedience to the order probably would not prove a valid defense. The use of *necessary* force to accomplish a military mis-

sion does not make an otherwise lawful act by military personnel illegal. The *reckless* or *malicious* use of force may subject military personnel to civil or criminal liability, or both.

### 3-8. Right to Trial by Federal Court

The following quotation is taken directly from the law. In simple terms, it guarantees the right of any member of the Armed Forces to trial before a Federal court, rather than a state court, for any charge or claim against him for an act performed within his duty. "A civil or criminal prosecution in a court of a State of the United States against a member of the Armed Forces of the United States on account of an act done under color of his office or status, or in respect to which he claims any right, title, or authority under a law of the United States respecting the armed forces thereof, or under the law of war, may at any time before the trial or final hearing thereof be removed for trial into the district court of the United States for the district where it is pending in the manner prescribed by law, and it shall thereupon be entered on the docket of the district court, which shall proceed as if the cause had been originally commenced therein and shall have full power to hear and determine the cause." (28 U.S.C. 1442a.)

### 3-9. Detention of Civilians

Federal troops or Federalized National Guard units in civil disturbance operations are acting as an agent or arm of the Federal Government. The occasion may arise when it is necessary to detain or take into temporary custody civilians involved in the disturbance. In such circumstances, the detention is made under the authority of the executive order or instructions from the commander. Whenever possible, however, civilian authorities (police, sheriff, U.S. Marshal) should make the apprehension. When this is not possible, the detained person must be turned over to local, state or Federal civilian authorities as soon as possible. If force is required, it must be reasonable and prudent to the circumstances. (See also para 3-7 and 7-7.)

### 3-10. Writ of Habeas Corpus

The writ of habeas corpus is an order issued by a competent court and addressed to the custodian of a prisoner directing that the custodian bring the prisoner into the court for the judicial determina-

tion of the legality of his apprehension and detention. A Federal military officer is bound to obey the writ when issued by a Federal court. He should consult with the Staff Judge Advocate as to required procedures to be followed. To such a writ issued by a State court, however, the officer or his legal advisor, in the absence of instructions to the contrary, should make a respectful reply to the effect that the prisoner is held by authority of the United States.

### 3-11. Laws and Ordinances

There are many state and local laws and ordinances which can be helpful in controlling civil disturbances. Since these laws and ordinances vary from state to state and from city to city, they cannot be completely covered in this text. The type of laws and ordinances mentioned in *a* through *h* below do, however, identify some enforceable regulations which can assist both civil authorities and military commanders in countering threats of civil disorder. If it is found that sufficient and appropriate laws and ordinances do not exist, military commanders, on advice of the Staff Judge Advocate, should encourage civil authorities toward their enactment.

*a. Noncongregation.* The strict enforcement of laws or ordinances which regulate or restrict gatherings of individuals is appropriate when such assemblies tend to create a public disturbance.

(1) *Laws or ordinances to prevent gathering.* Under civil disturbance conditions it is advisable to prevent people from assembling. The extremes of this requirement may range from prohibiting congregation at any place and time to restrictions applicable only in certain places at certain times. This type of laws or ordinances should designate the maximum number of people that may lawfully gather in a particular area at a specific time. Such laws or ordinances serve to minimize at an early stage danger of disorder and riot by large groups of people.

(2) *Permits to gather.* When tension has eased public or private gatherings should be allowed if permission has been granted by proper civil authority. The representative of a group should be required to apply for a permit to meet at a certain place and time for a specific reason. This requirement will allow police officials sufficient time to prepare for possible outbreaks of disorder and alert them to potential trouble areas.

Permits to assemble are appropriate for events involving large numbers of persons, such as festivals, parades, rallies, athletic events, political events, political meetings, labor meetings, and similar gatherings. The civil authority must inform the leaders of organized groups as to local laws and ordinances which are applicable to the contemplated group activity.

*b. Restriction on Circulation.* The circulation of individuals within a city or other area, especially during the hours of darkness, can be effectively controlled by a strictly enforced curfew and pass system. Certain individuals must be granted passes so that essential businesses and public utilities can operate during the curfew period. As tension eases, restrictions on circulation should be gradually eliminated. It may also prove necessary to restrict all modes of travel until the cessation of trouble. Again, as tension subsides, limited travel by permission granted from competent civil authority should be instituted as a less restrictive form of control. Such laws and ordinances can be enforced by the use of roadblocks and checkpoints.

*c. Registration.* Laws or ordinances which require registration of persons, for example, voter registration and various types of licensing requirements, are valuable aids in maintaining surveillance of known troublemakers and provide an excellent source of information. As a minimum, information consisting of name, date and place of birth, occupation, and current home address are usually available. Laws or ordinances may also require registration of all new residents, those intending to depart, and visitors into the area.

*d. Communications.* All communications equipment having a capability of transmitting or interfering with official messages should be required to be registered. Also, the authority for public officials to seize, or confiscate such equipment should be defined. The law or ordinance should include all electronic or wire communications equipment whether it be of professional or homemade origin. Sound trucks and electronic megaphones should also come under the restrictions of laws of this type. Such laws and ordinances serve a dual purpose; they reduce the possibility of any interference with official messages intended to reach the public, and they place an effective limitation on the ability of agitators and mob leaders to reach large numbers of people.

*e. Conspiracy as Associated with Civil Disorders.* Laws or ordinances can make it unlawful for two or more persons to meet for the purpose of planning an act which is designed to create violence, rioting or other forms of civil disturbances; they might also prohibit inciting or participating in any rioting or public disorder. Acts which violate laws of this nature include making hostile or derogatory speeches or threats regarding public officials or which are aimed at the overthrow of the lawful government. Any other group action which might result in fomenting civil disorder should be prohibited by appropriate laws and ordinances.

*f. Interference with Government and Public Functions.* Since the unimpeded operation of government is essential, laws or ordinances should make certain acts of interference with governmental functions criminal offenses. Public transportation, public communications, and other public services and utilities must also be able to continue throughout periods of unrest and tension since disruption of such services increases unrest and the possibility of group violence.

*g. Prohibition or Restriction Against Possession of Weapons.* It may be necessary for civil authorities to enact laws or ordinances prohibiting the carrying of, or requiring the registration of, firearms, ammunition, and explosives in order that they may be controlled. These laws should pertain to such items as automatic weapons, grenades, sporting rifles and shotguns, pistols, revolvers, firing devices and certain chemical agents. In some instances it may be necessary to seize or confiscate privately-owned weapons during periods of public unrest. In addition, law enforcement officials should be given authority to confiscate any other items that could be used as weapons. Inspections of automobiles and individuals entering or leaving a tension-filled area should be accomplished and objects such as clubs, bottles and chains should be taken so they cannot be used as weapons. Receipts must be given for accountability and to assist in eventual return of the property where appropriate.

*h. Other restrictions.* Restrictions, or prohibitions, as necessary, should be placed on the sale of alcoholic beverages, volatile liquids, flammable materials, and any similar locally-available materials which could be used either to inflame crowds or riotous groups or as weapons or arson materials.

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**3-12. Use of News Media to Inform the Public**

News media provide means by which laws, ordinances, and similar restrictions can be brought to the attention of the public and ex-

plained to them. The cooperation of such media should be sought for such actions, and to exert their influence toward preventing or minimizing threatened civil disturbance.



**PART TWO**  
**CONTROL OF CIVIL DISTURBANCES**  
**CHAPTER 4**  
**ORGANIZATION AND LEADERSHIP**

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**Section I. ORGANIZATION**

**4-1. General**

The development of an effective force, capable of successfully controlling civil disturbances, is highly dependent upon proper organization. To insure the proper development of an effective task force, commanders must apply accepted principles of organization within each subordinate element and the task force as a whole. Consideration also must be given to the selection and use of personnel and supporting elements to include all available civilian agencies.

**4-2. Principles of Organization**

*a. Essentiality.* Each part of the organization must be needed to accomplish the mission.

*b. Balance.* Each element of the organization must be designed to do its part of the job effectively, but without duplicating the mission of the other parts of the organization.

*c. Coordination.* The organization must provide for complete coordination of all plans and operations to prevent gaps and overlaps.

*d. Flexibility.* The organization must be designed to perform its mission without disruption as operation alters in scope or the environment changes.

*e. Efficiency.* The organization must provide for the efficient use of men, money, material, and facilities.

**4-3. Unit Integrity and Decentralized Control**

*a. General.* An important aspect of civil disturbance control is the multiplicity of missions involved which creates the need for simultaneous commitment of forces in diversified operations.

This is a factor that must be thoroughly planned for and constantly appraised in the development of an effective task organization. The need for immediate decisions is great and the requirement for direct supervision imperative; therefore, control must be decentralized. For this reason, commanders must develop small units capable of functioning as separate teams as well as part of the overall force. These small units must be responsive to the changing situation and capable of immediate reaction, based on the decisions of their leaders.

*b. Unit Integrity.* To utilize small unit capability to the best advantage, organizational development should be based on unit integrity. For instance, for an infantry unit the squad should be considered the basic patrol unit; this gives a platoon (minus the weapons squad) the capability of three 10-man patrols and the company (minus the weapons platoon) a total of nine. If smaller units are necessary, the fire team concept should be used. Other types of units may need to organize in a similar fashion.

*c. Decentralized Control.* For proper development of decentralized control, clearly defined responsibilities should be assigned to the lowest practicable level and adequate authority delegated to the responsible individual to permit him to do his job effectively.

**4-4. Organizational Development**

In accordance with the principles of organization stated in paragraph 4-2, the commander must, in his planning, consider and make provision in his organizational structure for all units and personnel, military (including National Guard Units)

and civilian, necessary to the accomplishment of his mission.

*a. Selection of Personnel.*

(1) Standards must be established for the selection of personnel for civil disturbance control duty. Personnel selected must be able to retain their composure while operating under physical, mental, and emotional strain. When required they must respect all individuals regardless of race, color, or creed and maintain an impartial, patient attitude. They must not reveal signs of fear. They must be able to issue orders in a manner rioters can easily understand and obey. They must be in good physical condition.

(2) Personnel plans must also consider sources of reinforcement. Provisions must be made for special categories of personnel such as doctors, nurses, ambulance attendants, and boat operators, where appropriate.

*b. Military Personnel and Units.*

(1) Military police units are particularly well suited for employment in civil disturbance control operations. They may be used in general or in special assignments, such as—

- (a) Small task forces for independent missions.
- (b) Receiving detained persons.
- (c) Evacuating women, children, and others from the disturbance area.
- (d) Searching buildings.
- (e) Support and/or operation of an Army detention facility for civilians if required.
- (f) Establishing and operating checkpoints and roadblocks.
- (g) Patrolling and security of sensitive areas and critical facilities.
- (h) Riot control formations against massed mobs.
- (i) Antisniping and antilooting operations and the protection of firefighters.
- (j) Liaison with civil police.
- (k) Other normal military police functions.

(2) Armored and infantry units are effective both physically and psychologically in suppressing disturbances. Armored vehicles may be used in special circumstances to provide protection for troops. Tank dozers are useful in removing obstacles and rubble from the streets.

(3) Judge Advocate General's Corps personnel must be included. In addition to advising the

commander, his staff, and subordinate commanders regarding the administration of military justice within the command, the task force Judge Advocate provides advice on legal aspects of the command's mission and maintains liaison with local governmental/judicial agencies.

(4) Army aviation units provide the commander with a means for rapid movement of troop units, maneuver elements, reserve forces, equipment, and supplies. In addition, aviation units can perform numerous specialized tasks as outlined in chapter 7.

(5) Engineer personnel and units are required for technical advice, demolition, bridging, and building or eliminating rubble, barricades, and other obstacles. They can also assist in clearing up debris, and in similar activities designed to restore an area to normal as soon as possible.

(6) Civil affairs (CA) personnel or units may be utilized to establish and maintain close liaison and coordination with responsible agencies of the local government.

(7) Psychological operations units operating under the staff supervision of the information officer may provide specialized intelligence, suggest pertinent themes, prepare text of material directed at specific target groups, and provide broadcast and reproduction support for the commander and staff of the unit or command to which attached or in support.

(8) Inspector general personnel perform inspector general duties.

(9) Public information personnel must be included (para 5-25 and app H).

(10) Transportation Corps personnel and units are required for transporting troops, supplies, and equipment.

(11) Chemical Corps personnel are required for technical advice and planning in the employment of riot control agents and smoke.

(12) Signal Corps personnel are required to establish and maintain communications.

(13) Army medical personnel are required to operate aid stations and evacuate injured.

(14) Army intelligence and security personnel perform their normal functions.

(15) Ordnance Corps personnel are required to perform their normal functions and provide explosive ordnance disposal support.

(16) Chaplains Corps personnel are required to perform their normal functions.

(17) WAC personnel may be used to search and assist in the detention of females and children.

(18) Other services, agencies, and personnel should be considered for employment in special situations.

*c. Civilian Resources.*

(1) Civil police forces and fire departments.

(2) Civil Defense organizations.

(3) Red Cross and similar organizations.

(4) Groups or individuals in key prominent positions who could be expected to be opposed to the rioters.

(5) Government or private police or security organizations responsible for installations or facilities which may be threatened.

(6) Other personnel or organizations, public or private, which could contribute active personnel, logistical supplies, or services. Military veterans' organizations, fraternal orders, and the like, may be found in this category.

#### 4-5. Organizational Evaluation

*a.* In order to develop proper tasks for these organizations and personnel selected, commanders must evaluate their capabilities. The following factors should be considered:

(1) Strength (size of organization).

(2) Attitudes and sympathies.

(3) Capabilities (nature and extent of their contribution).

(4) Type, amount, condition, and availability of equipment.

(5) Previous training and degree of proficiency.

*b.* In the selection and use of these organizations and personnel it must be remembered that their legal authority will vary. For instance, the civilian agencies named above (except police) have no apprehension authority other than citizen's arrest and should not be relied upon to act as apprehension personnel. The civilian police forces maintain their normal police authority and should be used in their regular police role; they should be used as the primary apprehension force. National Guard units, unless federalized, act as agents of the State Governor and must be used in a manner consistent with the Governor's proclamation. Military police, however, are more familiar with police functions. For this reason, where sufficient military police are not available to function as units in the type of assignments indicated in paragraph 4-4, consideration should be given to attaching individual military policemen to other military forces as advisors on police matters. They can, for example, serve as members of patrols which may be required to detain civilians or conduct searches.

## Section II. LEADERSHIP

#### 4-6. General

The conduct of civil disturbance control operations taxes leadership skills just as fully as, and in some ways more uniquely than, combat operations. Soldiers and small unit leaders should be aware of, and thoroughly proficient in all principles of leadership in order to maximize the effect of military forces operating in a disturbed area. Preparations for civil disturbance control operations must include a careful review of military leadership and the importance of the traits described in *a* through *g* below.

*a. Bearing.* Creating a favorable impression on the civilian community through proper carriage, dress, and personal conduct.

*b. Courage.* The need for each individual soldier to control fear and emotion through self-dis-

cipline in order to present the impression of strength and ability to take necessary action in the face of popular disfavor and accept responsibility for his actions.

*c. Decisiveness.* The need for each individual soldier and small unit leader to make prompt decisions when confronted with situations not covered by special orders.

*d. Initiative.* The need for each individual to recognize tasks that need to be done and do them without having to be told.

*e. Judgment.* The ability to weigh facts and possible solutions on which to base sound decisions in various situations that may develop.

*f. Knowledge.* The need for each individual to know his job and build confidence in himself as well as in others.

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*g. Tact.* The ability to deal with others without creating offense to the feelings of others.

#### 4-7. Span of Control

Due to the nature of today's civil disturbances, the relationship of leadership to control assumes greater significance because of the widespread violent activity. This not only affects the organization for disturbance control missions, it also affects leadership. Since effective employment of the unit is a goal of leadership, a good leader must understand thoroughly span of control and what affects it.

*a. Span of Attention.* One factor affecting span of control is span of attention; the ability of an individual to divide his attention between two or more tasks. Ability to divide attention decreases as mental or physical exhaustion approaches. A second factor affecting span of control stems from the attitude of the individual. If he has predetermined views, his ability to reason logically is impaired. Lastly, interaction of human relationships also affects span of control. For instance, if a leader has two subordinates, he has two human relationships—one with each of them. The greater the span of control, the more complex become the effects of these interacting relationships, and the more difficult they become to control.

*b. Influencing Factors.* Factors which influence the upper limits of a leader's span of control are the—

- (1) Experience and training of the leader.
- (2) Experience and training of subordinates.
- (3) Amount of clearly understood communication between a leader and his subordinates.
- (4) Degree of similarity among subordinates' jobs.
- (5) Time available for the organization to translate the leader's decisions into actions.

(6) Distance by which the leader and his subordinates are separated.

(7) Leader's personality and the personality of each of his subordinates.

(8) Mental and physical condition of the leader and his subordinates.

(9) Complexity of the organization.

#### 4-8. Military Courtesy and Discipline

So that the Army may portray a true picture of its character, and avoid unfavorable criticism in carrying out assigned missions in civil disturbance control operations, the unit commander must insure that all personnel refrain from acts which may be damaging to the high standards of personal conduct and discipline in the Army. Most United States citizens have respect for law and order and want to support the military. The misconduct of a single individual can reflect upon the entire military force. Even a rumor of misconduct can extend and distort minor indiscretions to major proportions that may result in areawide antagonism and lack of citizen cooperation. Leaders must insure that all personnel are clean, well-groomed, neat in appearance, and conduct themselves in accordance with the highest standards of military courtesy and discipline. The importance of strict adherence to prescribed standards of conduct and fair treatment of civilians must be continually stressed. Soldierly appearance and military discipline are factors that are psychologically impressive to the populace and facilitate the accomplishment of the assigned mission. Development of the leadership traits and adherence to the principles discussed above provide a sound foundation for the achievement of acceptable levels of military courtesy and discipline.

## CHAPTER 5

### PLANNING FOR CONTROL OF CIVIL DISTURBANCES

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#### Section I. GENERAL

##### 5-1. Mission of Military Forces During Civil Disturbances

The mission of military forces during civil disturbances is to assist local authorities in the restoration and maintenance of law and order. This mission may be accomplished by dispersing unauthorized assemblages and by patrolling the disturbance area to prevent the commission of lawless acts. During operations to restore order, military forces may present a show of force, establish road or area blocks, disperse crowds, release riot control agents, patrol, serve as security forces or reserves and perform such other operations as required. Successful accomplishment of the missions will depend to a large extent upon the adequacy of planning, training, intelligence information, and coordinated actions of individuals and units.

##### 5-2. Planning and Preparation

*a. General.* To be most effective, planning should be coordinated with local civil authorities to provide a complete coverage of all matters pertaining to the operations and insure that areas requiring joint effort are properly considered. The provost marshal performs a key role in civil disturbance planning due to the mission of restoring law and order assigned a military force in civil disturbance operations. His knowledge of police methods is particularly valuable to the commander and staff in their preparation to maintain and/or restore law and order. Consideration should be given to the provost marshal as a member of the advance party to further coordinate and represent the commander with civil police agencies. If available, the Civil Affairs Officer (G5) is the principal staff assistant on matters pertaining to civil population, and acts as the representative and coordinator for the commander in dealing with civil authorities. Functional areas to be planned and coordinated by

the civil affairs officer with civil authorities pertain particularly to the civilian government, population, economy, and institutions. Planning is a continuing process involving personnel, intelligence, logistics, and operational considerations. It provides for the actions to be taken before, during, and after disturbances. A military unit preparing for disturbance control duty passes through two general phases: the planning and training phase and the alert phase.

(1) *The planning and training phase.* This phase encompasses all preparations that are made prior to the unit being alerted. Included in this phase are preparations of unit alert plan and standing operating procedures, reconnaissance of areas and routes, preparation of plans for probable areas of disturbances, preparation of equipment and riot control devices, training in civil disturbance control operations, and rehearsals of plans and operations.

(2) *The alert phase.* This phase may be of short duration or may extend over a period of days. During this phase, the unit is fully prepared and ready to move. Vehicles are loaded with equipment and ready for movement. Troops are dressed in the prescribed uniform. Weapons, ammunition, riot control agent munitions, and supplies are ready for issue. Troops must be briefed on the situation and mission to the extent possible and permissible in conformance to instructions from higher headquarters. Talks by company commanders and platoon leaders must prepare the troops psychologically for the forthcoming missions. If the unit is not ordered to move immediately, the troops should be allowed as much rest as possible within the established readiness requirements.

*b. National Guard Units.* During the planning phase, National Guard units which may be subject to call to active duty should make the preparations

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prescribed in AR 135-300. The checklists contained in chapter 4, AR 135-300 are useful guides for personnel responsible for the required actions. Special attention must be given to the orientation of personnel with regard to their status when federalized (para 2-10a(7), 3-1 and 3-2, AR 135-300) and that they are furnished the information sheets prescribed in paragraph 2-10a(8), AR 135-300. Further, they must be furnished identification cards to reflect their status (para 2-30d(10), AR 135-300). It is important that all personnel carry these documents on their persons at all times while on active duty. The accomplishment of the other actions prescribed in AR 135-300, particularly with respect to administrative processing, will insure the proper documentation of the unit's federalization; such documentation is essential for the many purposes and actions prescribed by laws, as described in AR 135-300 and implementing directives both of the Active Army and the National Guard Bureau.

*c. Checklists.* As an aid to those involved in planning, there are appended (app H) checklists for each of the staff elements concerned. Use of these checklists, together with the guidance furnished in this chapter and other pertinent publications (especially FM 101-5) will assist in assuring the inclusion of all aspects essential to the plan. In addition to the staff element checklists, a list of Areas of Special Consideration (checklist VII, app H) is included for the guidance of commanders and all staff elements. These areas are based on lessons learned in civil disturbance control operations, and require special attention. The list should be expanded or modified as necessary based on after-action reports and reports of lessons learned which may be available.

### 5-3. Alert Plan

Each organization which may be involved in civil disturbance control duty must prepare a detailed alert plan, based upon anticipated missions. It must be a logical development of the alert plan of the next higher unit. The plan must provide for an orderly process by which the unit will be brought to a state of operational readiness which will enable it to perform its assigned mission promptly and efficiently.

*a.* The alert plan should be based upon local

conditions. It must be revised as a result of lessons learned and experience gained by rehearsals or as necessary to conform to changes in the alert plan of the next higher headquarters. It should include such items as—

(1) Verification procedures for the warning order.

(2) Personnel notification procedures and places of assembly.

(3) Required actions by such element of the organization.

(4) Procedures for issuing special equipment, supplies, and material. This includes procedures for issuing, to each individual, a copy of the "Special Orders" prescribed for such operations (para 6-4).

(5) Vehicle preparation.

(6) Security restrictions.

(7) Administrative details.

(8) Tentative briefing requirements for unit personnel.

(9) Provisions for opening a unit journal, and establishing a journal file, immediately upon receipt of the warning order. These are prescribed by, and described in, AR 220-15. They will serve later as the basis for an after-action report.

(10) Coordination with civil authorities.

(11) Reconnaissance.

(12) Communications.

*b.* The alert plan must be thoroughly understood by every member of the unit. Each individual must know his duties, those of his next senior, and the unit's mission. He must be prepared to replace his next senior.

*c.* The alert plan should be classified in accordance with AR 380-5.

*d.* For guidance in the preparation of plans, see FM 101-5.

### 5-4. Standing Operating Procedures (SOP)

Procedures for civil disturbance control operations should be included in unit standing operating procedures. FM 101-5 provides guidance for the preparation of SOP. In addition to the information contained in this reference, procedures should be prescribed for apprehension and search, detention of persons, seizure of property, obtaining witnesses and statements, and similar actions.

## Section II. PERSONNEL PLANNING

### 5-5. General

Personnel planning is the staff responsibility of the force G1/S1 and involves the development and delineation of specific guidance on personnel matters as they pertain to civil disturbance control operations. In addition to the personnel considerations discussed in chapter 4, personnel planners must give careful consideration to each area for which they are responsible and insure that the procedures are adaptable to civil disturbance control operations. Special consideration must be given to the areas of morale and welfare, discipline, law, and order, and necessary administrative actions.

### 5-6. Morale and Welfare

Morale and welfare are areas of particular significance in planning for civil disturbance control operations because of the restrictions imposed on the troops. Because control forces must perform their duties under great physical and mental stress, such services as rest and recreational facilities, postal services, religious activities, exchange services, special services activities, legal assistance and financial services are extremely important. These services will contribute to the maintenance of high morale among the civil disturbance control forces.

### 5-7. Discipline, Law and Order

Personnel planning must make provisions for the maintenance of discipline, law and order. Directives must be published which clearly set forth the standards of conduct and appearance expected of troops in the performance of their control mission. Their relationships with, and attitudes toward, civilians must be stressed.

### 5-8. Administration

Personnel actions must be planned for and administrative procedures developed to meet requirements that result from the commitment of forces to civil disturbance control duty. This includes those actions required prior to commitment and those that reasonably can be expected to take place during the operation. Such items as care of dependents and personal property left at home station, handling of indebtedness, emergency leave, sickness and injury, should be considered and provided for in personnel plans. To insure that personnel matters are properly handled in the objective area, representatives of unit personnel sections must accompany the control force.

## Section III. INTELLIGENCE PLANNING

### 5-9. General

The successful accomplishment of a civil disturbance control mission will depend in large measure on the quantity, quality, and timeliness, of intelligence made available to force commanders and their staffs. The production of intelligence is accomplished under the supervision of the Intelligence officer, however, the collection effort requires coordinated and continuing effort on the part of all concerned. The collection effort must be based on critical items of information required for sound planning and operations. The collocation of command posts and the establishment of joint operation centers facilitates the collection and exchange of information. Rapid dissemination of this information is essential to enable quick and effective response by task force.

### 5-10. Critical Items of Information

- a. Objectives of riotous elements.
- b. Times and locations of disturbances.
- c. Causes of disturbances.
- d. Identity of individuals, groups, or organizations who will create the disturbances.
- e. Estimated number of people who will be involved.
- f. Probable assembly areas for crowds.
- g. Presence and location of known leaders and agitators.
- h. Organization and activities planned by the leaders.
- i. Prominent people, newspapers, radio or television stations, and friends and sympathizers who are in positions to actively support leaders of the disturbance.

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*j.* Source, types, and location of arms, equipment, and supplies available to the leaders.

*k.* The riotous element's intended use of sewers, storm drains and other underground systems.

*l.* Identification of new techniques and equipment not previously used by riotous elements in civil disturbances.

*m.* Attitude of general populace toward dissenting groups, civil authorities and Federal intervention.

*n.* Possible threat to public property.

*o.* Identification of Department of the Army personnel (military or civilian) who are or may become involved.

*p.* Estrangement of officials/law enforcement from the local populace and loss of faith in local government.

*q.* Elements that are unresponsive to higher authority.

*r.* Adequacy and competence of leaders.

*s.* Attitude/cooperation of public information media.

*t.* Sources of financial and material support to riotous elements.

*u.* Communications and control methods employed by riotous elements.

### 5-11. Sources of Information

*a.* In planning for and developing an effective collection effort, commanders should utilize all agencies available to them. Each member of the task force should be considered an information source, and an effective system of promptly reporting this information should be developed (para 5-12). Additionally, close coordination with local authorities will prove most valuable and will provide a current appraisal of community tensions. The following are some other common sources:

(1) Other intelligence agencies.

(2) Civil law enforcement agencies at Federal, State and local levels.

(3) Newspaper, magazines, radio, television, and other news media.

(4) Maps and photographs.

(5) Aerial reconnaissance.

(6) Ground reconnaissance and patrol observations.

(7) Unit personnel who reside in the area.

(8) Prominent persons from the area.

(9) Military units and/or personnel stationed in the area.

(10) Apprehended individuals.

(11) Conversations with the local populace.

(12) Civil Defense and related organizations.

(13) Red Cross, Salvation Army, and similar organizations.

*b.* In the planning stage, agencies and sources of information available in each of the potential trouble spots are identified and periodic reports received from them to update the intelligence pertaining to the area. Immediately upon arrival in the area these agencies and sources should be contacted and all the latest information obtained.

*c.* Maps of areas considered to be potential civil disturbance sites should be prestocked at unit level only in planning quantity. The Army Map Service maintains and continuously revises reproducible and is prepared to accomplish printing and delivery of operational quantities of maps to both military and civilian organizations. Maps are standardized with respect to scale and overprint of intelligence information, and should be used by civil agencies as well as military units. Unit plans should also include use of aerial reconnaissance and aerial photo missions to verify map accuracy and obtain updated information as required during operations.

### 5-12. Collection by Individuals

Collection of information is the responsibility, not only of trained intelligence personnel, but of all personnel involved in disturbance control. It is a function which must be carried on by all soldiers at all times. Each soldier must be aware of his value to the collection effort and immediately and accurately report all unusual occurrences in his area. Such items as changes in the behavioral patterns of the people, strangers observed in the area, unauthorized assemblages, and distribution of pro-riot handbills or advertisements are examples of information which can be collected by all personnel in their routine duty. Information of this type should be reported as prescribed by the unit SOP.



## Section IV. LOGISTIC PLANNING

### 5-13. General

Civil disturbance control operations involve special considerations for logistic support. Logistic planning covers all phases of such operations from preparation and training through termination of the mission. Planners must include provisions for necessary supplies, services, and facilities, through local procurement, if necessary. These may include provisions for food and beverage, laundry, and sanitation facilities. Visits should be made to objective areas to determine logistics support sources and to coordinate provisions for logistics support.

### 5-14. Equipment and Materiel

*a.* Individual and organizational equipment prescribed in CTA and TOE for troops and units usually is sufficient for civil disturbance control operations. Additional equipment for individuals and units may be required, however, and must be planned for. For example, vehicle augmentation may be required for units deployed without TOE vehicles or for units whose missions dictate additional vehicular requirements. Further examples of additional equipment which may be needed are armored vehicles, mechanical riot control agent dispersers, floodlights, spotlights, searchlights, cameras of the polaroid type, movie cameras, public address systems, heavy construction equipment, aircraft, ambulances, first aid kits, firefighting equipment, grappling hooks, ladders, ropes, special weapons, communications equipment, and recording devices.

*b.* Plans must also provide for supply of barricade and roadblock materials and equipment such as heavy single strand wire, barbed wire, concertina wire, heavy stakes, heavy nails and spikes, hammers, wirecutters, heavy duty gloves, shovels, picks, axes, rope, 2-by-4-inch boards of varying lengths, and powersaws. Signs and sign making materials, including quick drying paints, must be available for use with barricades and roadblocks. Materials for landing pads or strips may be needed for helicopters or light fixed-wing aircraft. In addition, certain marine supplies may be required such as small water craft and diving gear. Consideration should also be given to pre-

stocking of tentage (GP Medium), cots, and depending upon climatic conditions, tent stoves.

### 5-15. Unit Accompanying Supplies

Preparation of unit accompanying supplies and equipment is important for rapid reaction in emergency situations. Among the items which must be provided for are ammunition, food, water, gasoline, lubricants, spare parts, riot control agents, maps, and administrative supplies. Unit accompanying supplies should be developed with unit integrity in mind. A running inventory must be kept and complete inspections made as necessary. Based upon the characteristics of each item, a procedure for periodic exchange of certain items should be established. For example, riot control agents, ammunition, food stuffs, and gasoline deteriorate in prolonged storage. Retention of unserviceable materials will have grave consequences in the event of an emergency. Further, ammunition should be segregated by type. In the event of a late notification of weapons restrictions, the nonessential ammunition then can be separated prior to shipment.

### 5-16. Transportation

*a.* Plans must provide for all types of transportation needed in civil disturbance control operations. In developing transportation requirements, consideration must not be given only to requirements of deployment, but must also include requirements within the disturbed area. Commercial buses for mass transportation within the objective area, and the use of rental sedans should be considered. TOE vehicles should be augmented as necessary to provide sufficient flexibility and mobility for operational and support elements. In this regard, transportation units are to be considered in the task force development.

*b.* Each of the modes of transportation must be carefully developed in the logistic planning for disturbance control missions and plans prepared which can be expeditiously executed. Foot, rail, water, air, and motor movement all offer certain advantages and disadvantages. Some require more coordination and earlier preparation if selected. Rail movement normally involves the use of special trains; selection of entraining and detraining

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points; and calculation of departure and arrival schedules. Coordination with railroad officials therefore becomes an important planning step. When selecting air travel, advance planning must determine the characteristics of available aircraft to facilitate proper loading. In motor moves, provisions must be made for supplies of gasoline, repair parts, etc.

### 5-17. Loading Plans

*a. Personnel Loading Plan.* To insure that the disturbance control force arrives in the objective area prepared for immediate employment, commanders must develop personnel loading plans around the principle of unit integrity. Loading plans must be rehearsed and should become standing procedures within the unit. Personnel loading plans must be developed for each of the modes of transportation mentioned above.

*b. Equipment Loading Plan.* Attention to unit integrity also must be given the equipment loading plan. Each element of the force must be accompanied by its required equipment and a small reserve of ammunition, riot control agents, and basic supplies.

### 5-18. Medical Facilities

Plans must provide for the provision of emergency medical attention to military personnel and civilians. Plans should cover provisions for qualified personnel, ambulance service, medical facilities, medical supplies, medical evacuation, and casualty reporting. Other factors for consideration include location, sources of power and water, sanitation facilities. Plans should provide for the use of existing medical facilities, military and civilian, whenever practicable.

## Section V. OPERATIONS PLANNING

### 5-19. General

*a.* Detailed planning for the procedures to be used in civil disturbance control operations is conducted at each level of command in order to implement the plans of the next higher echelon.

*b.* Plans should be prepared for each probable major operational area. These plans should be based on a physical reconnaissance whenever possible. Each plan should indicate an assembly area with routes and alternate routes thereto, tentative locations of roadblocks and observation posts, temporary quarters for billeting and feeding, a patrol plan, a security plan for certain facilities, and other such details. Maps, overlays, aerial photographs, and sketches should be obtained and necessary plans developed for distribution and reserve stockpiling.

*c.* Provisions should be made for delineation of command and control and for joint operations with civil authorities to include joint patrols, exchange of equipment, etc. Maximum use of existing civil police operational boundaries will prove beneficial for coordination and deploying troops for best area coverage.

### 5-20. Movement

Movement to objective areas must be considered in developing operations plans. The disturbance

control force is extremely vulnerable during movement and could receive a substantial setback if rioters disrupt movement routes and debarkation points. En route security to include aerial observation must be provided at such places as overpasses, high buildings, and other vulnerable points. Further, the means of movement is critical to the success of the operation because of the time factor involved. Normally, troops will be committed to civil disturbance control missions on extremely short notice and must arrive promptly if the disturbance is to be contained with minimal damage to property and injury to persons. Since rioters can apply tactics which will delay the arrival of troops, the most direct routes are selected which are least vulnerable. Alternate routes must be planned for.

#### *a. Motor.*

(1) For movement by motor vehicles, the commander plans for the use of reconnaissance patrols and provides security for the column.

(2) Bivouac and detrucking areas in the vicinity of an affected area are selected and secured prior to the arrival of the column and alternate detrucking points provided.

#### *b. Rail.*

(1) When utilizing rail movement, the commander plans for the necessary security of the en-

training point and for the exclusion of all unauthorized individuals.

(2) If it is suspected that an explosive has been placed along a track, several flatcars should be pushed ahead of the engine.

(3) Some of the first troops that arrive must be deployed to cover the detraining of later arrivals. Caution must be exercised when normal detraining points are located within the disturbed area. It may be necessary to detrain at other than normal detraining points.

*c. Air.* Air movement provides a rapid means of transporting units close to the scene of a disturbance or disaster. Army cargo helicopters are especially suited for use in this task since suitable landing areas are usually available. When using aircraft, the main body must be preceded by a party of sufficient strength to prevent interference with the landing operations.

*d. Water.* Large numbers of troops with heavy equipment may be moved by water where the scene of a disturbance or disaster has debarkation facilities. In this environment, consideration should be given to the use of a vessel as a base for the operations. A vessel is ideal for this purpose since it is capable of providing billets, communications, and other facilities.

*e. Foot.* The use of this means of movement is extremely limited by the distance troops can travel and their fatigue prior to being committed.

### 5-21. Assembly Areas

Movement planning must include the advance selection of areas for the assembly of units and the accounting for personnel and the checking of equipment. Assembly areas should be sufficiently removed from the disturbed area to preclude their being engulfed by the riotous element.

### 5-22. Bivouac Areas and Billets

*a.* The selection of bivouac areas and billets should be based on the following desirable characteristics:

- (1) Close proximity to disturbed area.
- (2) Large enough to avoid congestion.
- (3) Relatively easy to secure.
- (4) Adequate routes and alternative routes available to the scene of disturbances.
- (5) Adequate sanitation facilities.
- (6) Communications facilities.

*b.* Whenever possible maximum utilization should be made of Federal, State, or public property in order to preclude excessive claims for property damages and dissatisfaction among the populace. The use of public schools provides excellent billeting, communications, water, and sanitary facilities. However, if school is in session, the use of schools may act as an irritant to the public. National Guard, armories and United States Army Reserve Centers are ideal if available.

### 5-23. Command Posts

Locations for command posts should be selected in advance and plans prepared for staffing and equipping them with a minimum of delay. Consideration should be given to both the main command post and to tactical command posts within the various subdivisions where rioting is most likely to occur. Security measures must be taken to insure command posts are not penetrated or overrun by riotous elements. Collocation of military and civil police command elements from highest to lowest levels represents the best solution to the problem of command and control because of the joint aspects involved. Consideration should be given to the use of police precinct stations and fire stations for collocated command posts because of their strategic locations throughout the entire area. Collocation of command posts in this manner, facilitates continuing coordination between military and civil authorities.

### 5-24. Army Aircraft

Operations planning includes consideration of the use of Army aircraft (helicopters and fixed-wing aircraft) for command and control, communications, observation, reconnaissance, en route security, disseminating riot control agents, controlling the movement of units, evacuating casualties, movement of troops, resupply, dropping leaflets, airborne loudspeaker broadcasting, and other appropriate requirements. Plans should include searchlight equipped observation helicopters to be used in coordination with ground patrols to insure complete coverage day and night.

### 5-25. Public Relations and Information

*a.* Civil disturbance plans must include provisions for furnishing commanders in the area of operations with the personnel and equipment re-

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sources necessary to conduct the type of information activities described in paragraph 2-3.

*b.* Plans should provide for the utilization of the printing and reproduction capability of psychological operations units to reproduce material developed by the staff (Fact Sheets, troop newspaper, orientation materials).

*c.* In order to facilitate press relations, plans should provide for—

(1) Procedures to furnish accredited media representatives with locally devised press passes that will facilitate their passage through police lines and military checkpoints.

(2) Standing operating procedures for coordinating press requests for coverage of operations in the disturbance area to include arrangements for furnishing military personnel to act as press escorts where appropriate.

(3) Establishment of a pressroom by the Information officer of the force commander. This facility should be used for periodic press briefings and as a central point for furnishing the press with unclassified information in the form of Fact Sheets and other background data concerning the operation.

*d.* To keep troops informed, plans should include—

(1) Arrangements for the preparation and issuance of a daily Fact Sheet by the Information officer of the force commander.

(2) Arrangements for furnishing participating units free copies of local and regional newspapers, if practical.

(3) Answer press queries.

(4) Coordinate an effective hometown news program for personnel included in the operation.

*e.* Battalion and larger size units in the area of operation must be capable of—

(1) Responding to press queries or furnishing the Information officer of the next higher headquarters accurate information about the unit.

(2) Furnishing press escorts.

(3) Maintaining liaison with the next higher headquarters.

(4) Conducting Command Information activities.

(5) Providing appropriate photographic coverage of unit operations and activities for documentary purposes.

*f.* Except in extraordinary circumstances the press will not be furnished communications or transportation, nor will a press camp be established in the area of operation. On the other hand, a pressroom should be established and the press allowed permissive use of tables, chairs, typewriters and other impedimenta associated with a pressroom operation when this use imposes no operational constraints on the elements of the military forces involved.

### 5-26. Verbatim Documentation

Planning should provide for the making of tape recordings or stenographic records of proclamations and announcements, orders to the mob, and conversations with persons defying control authority. Often, a verbatim record is vital in the event civil or criminal action is subsequently instituted against a member of the military forces engaged in civil disturbance control duty. Still or motion pictures will enhance this type of documentation.

### 5-27. Preparation of Proclamation

Proclamations should be prepared in advance to cover as many situations as can be anticipated. Coordination will be required with all available news media to insure that proclamation, when issued, be given the widest possible publicity. See appendix F for suggested proclamations.

### 5-28. Preparation of Scripts for Announcement

Scripts for announcement over public address systems are a type of psychological force. They may be prepared by psychological operations personnel under the staff supervision of the information officer. Scripts should be prepared for each major action taken or to be taken by troops. See appendix F for suggested announcements.

## CHAPTER 6

## TRAINING

**6-1. General**

*a.* Units must be effectively trained for operations in any civil disturbance situation to which they may be committed. Such training is designed to give each individual an understanding of the entire subject area and enable him to function efficiently both individually and as a member of a unit. This training must be sufficiently intensive and continuing to develop individuals to the point that they will carry out distasteful and dangerous assignments with disciplined response to orders and an objective attitude. Throughout this training, it is repeatedly stressed that personnel must not pass on rumors or discuss the operation with unauthorized personnel.

*b.* The training requirements outlined below represent subject areas which as a minimum should be included in any civil disturbance training program. Many of the areas are standard requirements for most training programs while others are specifically oriented toward civil disturbance control missions. Each commander must determine the need for training in each area based upon the prior training and experience of his personnel and the degree of proficiency already obtained by his unit. To assist the commander in this regard, Army Subject Schedule 19-6 contains further guidance in civil disturbance training, not only in the subject matter contained herein, but for essential integrated and concurrent training as well.

*c.* In addition to the subject matter contained in this manual, the cited subject schedule, and other referenced publications, personnel responsible for training must keep abreast of current developments through reports in the public news media, after-action reports, and any other sources to which they may have access. Lessons learned from such reports and sources should be used to enhance training and to keep it current.

**6-2. Training Requirements**

Training of army units for participation in civil disturbance control operations should be designed to develop individual and unit proficiency in the subject areas listed in *a* through *am* below.

- a.* Role of the military in civil disturbances operations.
- b.* Policies and legal considerations.
- c.* Military leadership, responsibilities, and discipline including the minimum application of force.
- d.* Crowd and group behavior.
- e.* Crowd and group control.
- f.* Riot control agents and munitions.
- g.* Riot control formations.
- h.* Antilooting measures.
- i.* Antisniping measures.
- j.* Arson and protection of firefighters.
- k.* Operations in builtup areas.
- l.* Code of conduct.
- m.* Military courtesy.
- n.* Use of cameras and recording devices.
- o.* Report writing.
- p.* Public and community relations.
- q.* Use of the protective mask.
- r.* Safety and first aid.
- s.* Illumination devices.
- t.* Prompt reporting of incident and intelligence information.
- u.* Communications equipment and procedures in builtup areas.
- v.* Night operations training.
- w.* Apprehension and handling of detainees.
- x.* Evacuee control.
- y.* Patrolling techniques.
- z.* Termination and relief operations.
- aa.* Use of proclamations.
- ab.* Special orders.
- ac.* Joint operations.
- ad.* Security.
- ae.* Barricades and roadblocks.

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- af.* Firefighting equipment
- ag.* Rules for the use of force.
- ah.* Physical training to enable troops to withstand long hours on patrols and static guard posts and in tiring formations.
- ai.* Handling of evidence.
- aj.* Plans such as alert plans, SOP, loading plans.
- ak.* Map reading.
- al.* Weapons familiarization.
- am.* Field exercises.

**6-3. Psychological Training**

A special need exists for training individuals in the psychological aspects of civil disturbances. Training in this subject area should be oriented both toward understanding crowd and mob behavior and toward preparing troops to control their own actions and emotions. Typical causes of civil disorders should be studied to give the troops a better understanding of why they may be called upon to control civil disorders. Group behavior should be sufficiently discussed to show individuals what to expect. Further, troops must be made aware of the importance of their own behavior and the necessity of adjusting themselves to the noise and confusion created by large numbers of people.

**6-4. Training in Special Orders**

Closely related to the psychological training discussed above is the need to stress the importance of soldierly appearance, military discipline, and standards of conduct when dealing with disorderly persons. To assist civil disturbance control forces in this area, GTA 21-2-7 has been prepared for issue to troops. This GTA must be in the possession of each individual committed to civil disturbance control duty. Training should include thorough explanation of the special orders.

**6-5. Equipment for Training**

Items of equipment to be employed by troops during civil disturbance control operations must be made available for training. Special items may include riot control agent dispersers, grenade launchers, shotguns, cameras, portable public address systems, night illumination devices, firefighting apparatus, grappling hooks, ladders, ropes, bulldozers, army aircraft, armored personnel carriers, and roadblock and barricade materials. Prefabri-

cation of special items of equipment such as wire barricades for roadblocks and improvised wire coverings for vehicles may be accomplished during the training phase. When training with special equipment cannot be accomplished before commitment of units, experienced personnel must be provided.

**6-6. Unit Training Objectives**

*a.* Unit training is designed to develop individuals to function as a team. To be effective this training must be thorough and must include *all* personnel of the unit. Any lack of training on the part of even one individual can have a negative effect on the efforts of others, since he will be unable to fulfill his responsibilities as a member of the team. For this reason, makeup training must be conducted as required, and provisions made for the training of replacements.

*b.* Unit training must cover all aspects of civil disturbance operations and should entail more than developing mechanical proficiency in riot control formations. Training should emphasize protection of firefighters and their equipment and inhabitants of the area and other people attempting to control the disturbance, and training should include techniques of operations in builtup areas.

*c.* Rehearsals of alert plans, loading plans, and operations plans should be held as frequently as determined necessary to reach and maintain the required degree of proficiency.

*d.* Integrated and concurrent training specified in Army Subject Schedule 19-6 is considered appropriate and should be included in unit training. In addition, there may be training requirements not included in the subject schedule or elsewhere, developed as a result of local situations, lessons learned in training or operations, or peculiar to the unit. These requirements must be considered, and included in unit training as necessary.

**6-7. Commanders and Staff Training**

*a.* Although portions of this field manual may be identified as most significant to commanders and staffs, they must be familiar with its entire content. Commanders and staffs, at all levels, must examine their own experience and degree of proficiency in these matters, to determine training required to reach the required operational readiness.

*b.* In much of the training on this level, key noncommissioned officers should be included. Their participation in the organization and planning phases is important. It is they who will conduct much of the training; and it is they who will serve as small unit leaders in actual operations.

### **6-8. Exercises**

*a.* To reinforce training and test its effectiveness, command post and field training exercises must be conducted. Army Subject Schedule 19-6 contains guidance for these exercises.

*b.* In the conduct of the field exercises, as much realism should be obtained as is possible. Efforts should be made to obtain permission for the use of

builtup areas on military installations. If none such are available, the use of mockups may be necessary. In conducting training exercises caution must be exercised to preclude any adverse psychological effect on the local populace, especially during periods of tension.

*c.* The inclusion in exercises of local government officials, law enforcement agencies and civil fire departments is desirable. Previous arrangement and coordination must be accomplished, to include proper authority. Such an exercise should be based on a developed situation and follow a detailed scenario that will enable participating units and agencies an opportunity to test command and staff relationships, communications, coordination, logistics, and the joint development of intelligence.





## CHAPTER 7

### OPERATIONAL TECHNIQUES AND TACTICS

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#### Section I. PRINCIPLES OF OPERATION

##### 7-1. General

In assisting civil authorities in the restoration of law and order, military forces will be called upon to take action in a multitude of situations of varying magnitudes. The application of the principles discussed in this section will contribute in great measure to the successful accomplishment of a civil disturbance control mission.

##### 7-2. Civil Disturbance Control Principles

Military forces must be prepared for commitment in a civil disturbance role. An integral part of this preparedness is the preparation of appropriate operational plans. In developing these plans, commanders and staffs must consider certain basic principles which are considered applicable to the execution of civil disturbance missions. Each principle must be considered; however, the degree of importance attached to each will depend on the situation.

*a. Objective Area.* The objective of military forces in civil disturbance control operations is the restorations of law and order within the area of operations. To accomplish this objective, the area of operations should be saturated with well-disciplined, well-equipped, and well-trained troops. Action must be taken to suppress attempts by rioters to cause injury and damage to persons and property, and all persons succeeding in acts of lawlessness apprehended and turned over to civil authorities.

*b. Positive Action.* Positive steps must be taken to achieve results and to gain and maintain freedom of action. Actions must be directed at defeating the overall purpose of the riotous element. They must be designed so that the commander is in the position of gaining and exercising the initiative with an ultimate objective of imposing his will upon the riotous group. Plans must be flexible

enough that advantage can be taken of rapidly changing situations while recognizing the requirement to be prepared to meet unexpected developments. Strict adherence to rules of engagement, standards of conduct, and fair treatment of civilians must be considered in applying this principle. The successful application of this principle depends to a great extent on acquiring accurate intelligence.

*c. Mass.* This principle encompasses the requirement that proper consideration is given to the commitment of sufficient forces at the proper time and place. It is important in this regard to commit sufficient forces to prevent or to quell successfully and rapidly any and all acts of disorder and lawlessness. When forces are committed piecemeal and in inadequate strength they may not be able to cope with the situation. If successful in their acts, rioters will gain confidence and further acts of violence will be pursued, causing a worsening in the disturbance situation. Essential to the proper application of the principle of mass is the need for good intelligence and close observation of crowd and mob behavioral patterns. Normally, the most critical time for mob violence is in the evening and nighttime hours, and plans should provide for the largest deployment of forces at this time. The most critical areas depend largely on the local situation and the reasons for the disturbance. In general, however, the business and industrial areas are most vulnerable to riotous actions.

*d. Economy of Force.* This principle should not be considered as in conflict with the principle of mass. It should instead be considered as complementing the principle of mass. Skillful and prudent deployment of forces will enable the commander to apply both principles with minimum expenditure of resources. The key to applying both of these principles simultaneously and successfully is the use of highly mobile, well equipped reserve

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forces. Plans should call for utilizing patrols to cover the area of operation and present the appearance of troops being everywhere; however, the entire force should never be committed for this purpose. Patrol forces should be instructed to handle only acts of lawlessness which they are sure they can cope with and call for assistance in the more serious disturbances. Reserve forces should be strategically placed throughout the area and be capable of responding rapidly to these calls for assistance.

*e. Maneuver.* Proper maneuver is essential in gaining and maintaining the advantage. In a civil disturbance situation, the object of maneuver is to employ force in such a manner as to give them the advantage and thus achieve results which are least costly in men and material. This involves the selection of patrol areas and the control of critical routes to insure freedom of movement. It also involves the choice of key terrain, e.g., forcing riotous elements into an area where they are most easily contained. Finally it requires adequate mobility of the military forces to enable them to reach the scene of any disturbance rapidly.

*f. Unity of Command.* The effective application of force requires unity of command. Unity of command assures unity of effort by the coordinate action of all forces toward the common goal of restoration of law and order. While unity of command is best achieved by vesting a single commander with the requisite authority to accomplish the tasks that must be done, this is not always possible. In civil disturbance operations, there normally are involved local, State, and Federal forces which, because of legal sanctions, cannot be unified under one commander. Where unity of command cannot be realized, at least unity of effort should be realized. The establishment of joint operations centers; the recognition of each other's capabilities and limitations; and a positive attitude will contribute to unity of effort. Other measures which contribute to the desired goal include the definitive allocation of areas, fixing of responsibilities, and recognition on the part of all participants that Federal forces are committed to assist local authorities not to replace them.

*g. Security.* This principle includes all measures necessary to prevent surprise, to preserve freedom of action, and to deny to the riotous element information concerning military strategy. Since troops

must operate in an area that is familiar to the rioting elements, it is difficult to prevent them from analyzing and anticipating courses of action. In this regard, security is frequently enhanced by surprise, mobility, and timely employment of reserves.

*h. Surprise.* Surprise gains the advantage. Through surprise, success may be obtained out of proportion to the effort expended. Surprise is achieved by acting at a time, place, and in a manner to which riotous elements are not prepared to react effectively. Factors contributing to surprise include speed, deception, application of unexpected force, effective intelligence and counterintelligence, including communications security, and variations in tactics and methods of operation. The sudden appearance of a small, organized, properly equipped force at the scene will often accomplish the purpose.

*i. Simplicity.* Simplicity contributes to successful operations. Direct, simple plans, and clear, concise orders minimize misunderstanding and confusion. Simplicity is especially important in civil disturbance control operations due to the differing backgrounds and training and experience involved. Lack of familiarity with the area may be a further consideration.

### 7-3. General Principles of Operation

As adapted to the local situation, the following is a guide to commanders, staff officers, and personnel of units employed in riot control operations:

#### *a. Principles of Control.*

- (1) Prevent the formation of crowds.
- (2) Disperse crowds rapidly if they do gather.
- (3) Stop any advance or attack on the troops.
- (4) Apprehend leaders.
- (5) Do not harangue, dare, threaten, or bluff.
- (6) Provide avenues of escape.
- (7) Treat all persons fairly and impartially.
- (8) Use no more force than necessary.

#### *b. Control Techniques.*

- (1) Cordon off and isolate the disturbance area.
- (2) Place restrictions on civil populace as necessity dictates.
- (3) Secure vital facilities.
- (4) Establish a vigorous patrol system to disperse small gatherings, apprehend previously

identified leaders, and gather and report promptly information.

(5) Maintain mobile reserve forces to respond to emergencies.

(6) Coordinate with civil authorities.

(7) Maintain a psychological advantage.

(8) Provide adequate communications.

#### 7-4. Application of Force

*a.* The commitment of military forces must be considered as a drastic last resort. When military forces are to be committed their involvement should be to that degree justified by the necessities of the case. The guiding principle for the application of force should be "minimum force, consistent with mission accomplishment." Moreover, commanders and their staffs should do whatever is possible to avoid appearing as an invading, alien force rather than a force whose purpose is to restore law and order with a minimum loss of life and property and due respect for the great number of citizens whose involvement is purely accidental. Further, while riot control personnel should be visible, force concentrations which might tend to excite rather than to calm should be avoided where possible.

*b.* The measures described in (1) through (6) below may be applied in any order as deemed appropriate by the responsible commander, in consideration of the situation as it exists.

(1) *Show of force.* A show of force is effective in various situations in civil disturbance control operations. When a crowd has assembled in an area, marching a well equipped, highly disciplined control force into view, may be all the force that is needed to persuade them to disperse and retire peaceably to their homes. When persons are scattered throughout the disturbance area in dispersed small groups, a show of force may take the form of motor marches of troops throughout the area, saturation patrolling, and the manning of static posts, or similar measures.

(2) *Employment of riot control formations.* Riot control formations are used to disperse massed mobs which do not react to orders of the control force instructing them to disperse and retire peaceably to their home (para 7-30 through 7-32, and app B).

(3) *Employment of water.* Water from a fire-hose may be effective in moving small groups on

a narrow front such as a street or in defending a barricade or roadblock. Personnel applying the water should be protected by riflemen and in some instances by shields. In the use of water, the factors discussed in (a) through (d) below should be considered.

(a) Water may be employed as a flat trajectory weapon utilizing pressure, or as a high trajectory weapon employing water as rainfall. The latter is highly effective during cold weather.

(b) Harmless dye may be placed in the water for future identification of participants by staining their clothing or bodies.

(c) The use of a large water tank (750-1000 gal) and a powerful water pump mounted on a truck with a high pressure hose and nozzle capable of searching and traversing will enable troops to employ water as they advance. By having at least two such water trucks, one can be held in reserve for use when required.

(d) In using water, as with other measures of force, certain restraints must be applied. Using water on innocent bystanders, such as women and children, should be avoided; avenues of escape must be provided; and the more severe use, flat trajectory application should be used only when necessary.

(4) *Employment of riot control agents.* Riot control agents are used in civil disturbance control operations because they offer a humane and effective method of reducing resistance, and lessen the requirement for the application of more severe measures or force (para 7-33 through 7-38 and app C).

(5) *Fire by selected marksmen.* Fire by selected marksmen may be necessary under certain situations. Marksmen should be preselected and designated in each squad. Selected marksmen should be specially trained and thoroughly instructed. They may be placed on vehicles, in buildings, or elsewhere as required.

(6) *Full firepower.* The most severe measure of force that can be applied by troops is that of available unit firepower with the intent of producing extensive casualties. This extreme measure would be used as a last resort only after all other measures have failed or obviously would be impractical, and the consequences of failure to completely subdue the riot would be imminent overthrow of the government, continued mass casual-

ties, or similar grievous conditions. It has never been used by Federal troops.

c. Small mobile task forces should be organized and held in reserve. One or more of these forces may be employed to quell small isolated disturbances.

d. Inherent in the employment of force is a requirement for the individual soldier to be thoroughly aware of his restrictions and prerogatives in applying various degrees of force. Instructions cannot be developed to cover each set of circumstances in which the individual soldier or small unit might become engaged. Instructions must therefore be logical and flexible enough to cover all possible situations. They are based on the knowledge that individual soldiers will be involved in a great variety of disturbance control situations. The individual soldier must be trained and mentally prepared to exercise strict self-control and rigid fire discipline.

e. The employment of various control measures should be based upon anticipated contingencies and be designed to accomplish the desired results, e.g.

(1) The employment of riot control formations is part of the show of force and has a strong psychological effect on any crowd. Rifles with bayonets fixed add considerably to this effect. However, the use of unsheathed bayonets against the rioters at close range may be considered an unfair advantage and be looked upon as excessive force. This may well negate the desired psychological effect.

(2) The employment of force against snipers will require other considerations. When troops are expected to enter a building and capture a sniper,

the use of riot control agents or weapons may be necessary. The use of fixed bayonets on the other hand has proven to be a hindrance to the maneuverability of the committed force.

(3) During patrol operations, troops normally have sufficient time to load weapons prior to handling situations that develop. The advantage of carrying loaded weapons must be compared with the possibility of accidents during patrol. It must be emphasized that military personnel will not load or fire their weapons except when authorized by an officer in person; when authorized in advance by an officer under certain specific conditions; or when required to save their lives.

f. Instructions to troops should spell out the degree of force preparedness desired in consonance with the mission to which the troops are committed. These instructions must be logical and flexible to allow for the dynamic setting of a civil disturbance and be based on the "application of force" principle. In applying the "application of force" principle many and varied options are open to the commander. The following list, while not all inclusive, contains examples of such options:

<i>Rifle</i>	<i>Bayonet scabbard</i>	<i>Bayonet</i>	<i>Ammunition</i>	<i>Chamber</i>
At Sling----	On Belt..	In Scabbard.	In Pouch on Belt.	Empty.
At Port----	On Belt..	In Scabbard.	In Pouch on Belt.	Empty.
At Port----	On Bayonet.	Fixed....	In Pouch on Belt.	Empty.
At Port---	On Belt..	Fixed....	In Pouch on Belt.	Empty.
At Port----	On Belt..	Fixed....	In the Weapon.	Empty.
At Port----	On Belt..	Fixed....	In the Weapon.	Round Chambered.

## Section II. GENERAL OPERATIONAL CONSIDERATIONS

### 7-5. Command and Control

a. The chain of command and areas of responsibility must be clearly defined at all levels. Whenever practicable, the assigned unit boundaries should coincide with the local police subdivisions to simplify coordination of activities in the area. Boundaries are usually located in streets or alleys with coordinating points at street intersections. When a street is designated as a boundary, responsibility for both sides of the street is given to one unit to insure proper coverage. Arrangements

should be made to have civil police and troops operate together. In addition to the joint action by police and troops in the streets, arrangements should be made to exchange liaison officers at each headquarters from company through division on a 24-hour basis. Arrangements should also be made for the collocation of military and civilian police command elements.

b. On arrival in the area of operations, the troops must have had fully explained to them the permissible degrees of force, and restrictions in

effect for the operation, and be provided a written copy of the special orders discussed in paragraph 6-4. These orders must be understood and complied with by all troops. The populace must be treated fairly in all cases. Any incident of unnecessary property damage or bodily harm will create hostility which may result in increased acts of violence.

*c.* Commanders at all levels should insure that the troops establish the immediate impression that they are well-disciplined, well-trained, and fully ready to accomplish their mission. This initial impression must then be maintained throughout the operation. Appearance is extremely important and the troops should wear steel helmets, web gear, and carry weapons at all times when outside buildings. Rest areas should not be located near assigned posts in public view. The psychological impact on the civilian populace of being faced by an alert, well-disciplined military force effectively deters some potential rioters and looters. Troops assigned to stationary posts and motorized or foot patrols should be relieved from those duties frequently since alertness fades rapidly in this type of duty.

*d.* To insure that the troops remain alert and observe the orders and instruction in effect, it is imperative that commanders at all levels get on the ground with the troops to supervise their activities and to provide guidance in questionable cases. Having the commander on the ground with the troops is also an important morale factor and strengthens the soldier's sense of accomplishment.

## 7-6. Communications

*a.* Disturbance control operations require adequate and versatile communications equipment for use not only at the scene of a disturbance, but between the scene and the operations headquarters. Every available means of communications should be considered for utilization: telephone; public address system, both hand-portable and vehicular-mounted; commercial radio and television; teletype machines; taxicab radio nets, and military and civil police radio, including hand-portable and vehicle-installed units.

*b.* In civil disturbance control operation, communications must not be dependent on civilian communications systems. These systems should be used to the extent available, but must be supported with

an independent military system capable of providing services for handling all essential communications. It is desirable that this system be compatible with the systems of civil police, taxicabs, and any other agencies involved. If equipment is not compatible, provisions should be made for collocated stations, equipment exchange, and frequency allocation.

*c.* Radio security measures should be prescribed for use during disturbance operations. Authentication of messages should be provided for in SOI. Radio operators working in close proximity to the target group should use headsets for receiving and should use a low voice for sending. These precautions will help prevent rioters from hearing the messages. Individuals must also be trained in the use of codes and emergency procedures for clearing the radio nets.

*d.* Public address systems provide an important means of communications. Public address systems have great value for issuing proclamations and psychological pronouncements or persuasions to persons taking part in disturbances. They may be used as a means of effectively drowning out vocal demonstrations, and they assist in preventing rapid or effective vocal communications between leaders and members of the riotous element. The commander may use a public address system in directing and controlling his troops. Leaders wearing protective masks may effectively employ hand megaphones with battery operated loudspeakers for conveying instructions to the troops.

*e.* In addition to the communications means already discussed, visual signals can be used to great advantage in disturbance control operations. The use of flares may be necessary to announce the beginning and ending of phases. Hand and arm signals and messengers may be used to round out the communication system.

*f.* Whatever systems are employed, personnel must be trained in their usage, and operating procedures must be included in special instruction. The telephone system for instance, is normally simple; however, it could become confusing because of the varying procedures existing between different areas. Troops should receive training, therefore, on the telephone procedures used in the area of operation and be furnished a list of telephone numbers for emergency use.

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### 7-7. Apprehension

a. The apprehension of an individual lawbreaker or groups of violators is an essential function during civil disturbance control operations. Because of the legal considerations involved, civil police should be used to make the actual apprehension whenever possible. When military forces detain or take a civilian into temporary custody, he will be turned over to civil police as soon as possible.

b. Military personnel should be instructed not to attempt interrogation at the scene. No question should be asked of the suspect other than identification inquiries such as name, place of residence, or place of employment. Questioning pertaining to the incident could create legal complications which might prevent a subsequent conviction.

c. Personnel must promptly report to their superiors, follow up in writing all pertinent data

concerning the detention of civilians, including the names and locations of witnesses. (DA Form 2820 (Statement by Accused or Suspect Person) may be used for this purpose.) Photographs taken at the scene and attached to the report are very valuable for identification purposes and for later use in court testimony. The report should be retained at the appropriate headquarters, and used as a basis for preparing a report to the civil police. Any physical evidence obtained, together with evidence tags and receipts completed as required, will be delivered with the detained person.

d. Violators must be treated fairly and impartially. Minimum force necessary always must be a guiding principle. In addition, consideration must be given to the safety of innocent bystanders, the seriousness of the incident, and the weapons of the violators. Attitudes and commands

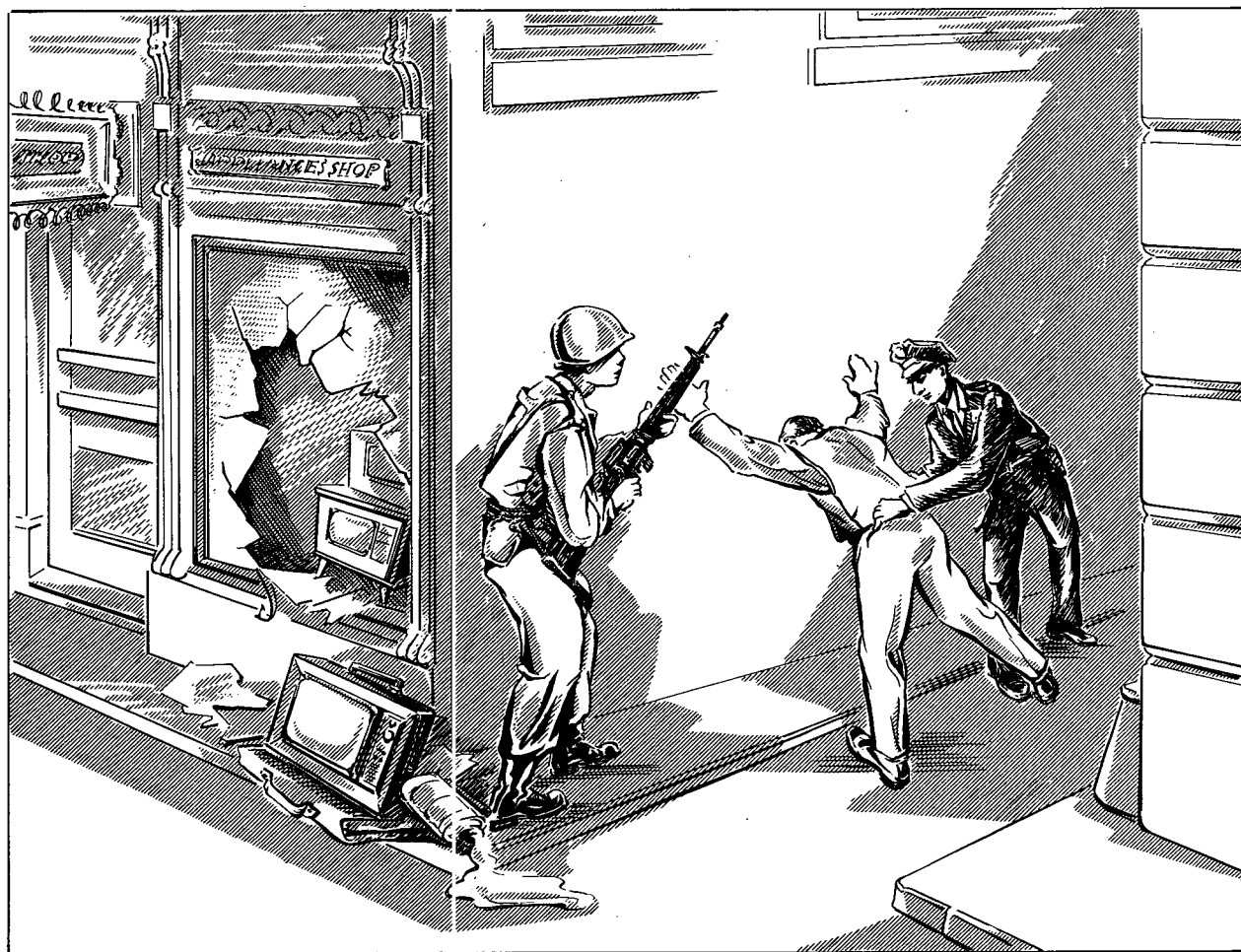


Figure 7-1. Whenever possible civilian police should make apprehension and search.

are especially significant. An offender may respond favorably to firm statements regarding the disadvantage to him of further resistance. If the desired response is obtained, the apprehension or detention should be made utilizing clear and concise commands with the exercise of due caution and vigilance.

*e.* Detailed guidance on techniques of apprehension, special considerations for apprehending groups of individuals, and skills involved in making apprehensions in buildings and vehicles is contained in FM 19-5. AR 633-1 provides Army policy and guidance in the subject area of apprehension and restraint.

### 7-8. Handling and Processing of Detainees

*a.* The large number of offenders which may be apprehended or detained in an area of civil disorder poses a special problem for disturbance control forces. Therefore, it is imperative that military commanders give special consideration to the proper procedures in handling detainees even though this problem normally is the primary concern of civil authorities. If time permits, prior formal arrangements concerning the details of handling civilians taken into custody should be made; if this cannot be done, arrangements should be formalized at the earliest possible time. (See also para 7-9.)

*b.* Detainees should be quickly processed and removed from the scene of the apprehension. This processing should include a quick search, out of sight of onlookers if possible. They should then be segregated prior to removal from the area. The segregation is based on the amount of custody needed to secure the detainee, and sex and age. Injured prisoners must be removed to medical facilities. Female personnel must be provided to search female detainees. It is especially important that names and addresses of witnesses be recorded by apprehending or detaining personnel.

### 7-9. Army Detention Facilities

*a.* The Army will not operate facilities for the confinement, custody, or detention of civilian personnel apprehended for violation of local or State laws as long as civil confinement facilities, operated by the Department of Justice, State, or local agencies are sufficient to accommodate the number of persons apprehended.

*b.* When it appears that available local facilities are insufficient, due to the large number of persons apprehended or detained, and this fact can be verified by the person or agency responsible for the facilities, temporary confinement/detention facilities may be operated. The responsible commander should utilize his Judge Advocate to obtain such verification, preferably in writing. These facilities will be operated only until custody of the persons detained can be transferred to and assumed by civil authorities. They will not be used for the confinement of persons arraigned or convicted under civil jurisdiction.

*c.* Temporary confinement/detention facilities can be developed from local Federal facilities provided they are adaptable to the requirements of custody and control. Such facilities should be established, if possible, within the affected area; this will conserve time, transportation, and escort personnel. However, if no suitable Federal property is available within the affected area, they can be located elsewhere on *any* property under Federal control as long as the persons to be detained are apprehended in the affected area. Whenever such temporary facilities are established during civil disturbance control operations, the Army is responsible for providing those personnel, facilities, and supplies necessary for the custody, control, health, comfort, and sustenance of persons detained.

*d.* Officers and key noncommissioned officers specifically trained and experienced in confinement operation are required to operate such facilities. Guards and support function personnel operating under the direct control of such officers and noncommissioned officers need not be specifically trained or experienced in confinement operations as long as they are under close and continuing supervision of trained responsible personnel. Whenever females are detained, they must be held in physically separate detention facilities and under the control of selected female guards operating under the supervision of trained and experienced confinement personnel.

*e.* Temporary detention facilities should be constructed and arranged to provide for adequate custody, control, and safety of detainees. It is advisable to utilize existing permanent-type buildings. Where sufficient permanent structures are not available, only that amount of new construction required for the temporary custody, control, and ad-

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ministration of prisoners should be accomplished. Temporary field type facilities afford a high degree of compartmentalization to assure effective control.

*f.* The same operational procedures applicable to the operation of installation confinement facilities and the treatment of detainees apply to these temporary facilities except that those policies and procedures establishing training, employment, mail and correspondence and administrative disciplinary requirements will not apply. Detailed guidance in procedures for confinement of detainees is contained in AR 190-2, AR 633-5, and FM 19-60.

### 7-10. Processing Evacuees

*a.* In some civil disturbances or disasters, evacuee operations may involve large-scale collection, transportation, administration, logistical support, and resettlement activities. This is primarily the responsibility of civil agencies. Military involvement may be required however. If available, civil affairs staffs, units, and individual specialists will be especially helpful in organizing and supervising evacuee operations.

*b.* The main involvement of civil disturbance control forces in the processing of evacuees should center around the functions of providing immediate aid in evacuation from the area of operations and the prevention of panic. Evacuation operations may take the form of providing information on locations of aid centers or physically transporting evacuees to aid centers. The amount and type of assistance agreed upon by civil authorities and military commanders should be spelled out and plans developed to cover the evacuation activities and special instructions issued to civil disturbance control personnel.

### 7-11. Special Equipment

*a. General.* Certain items of equipment available to military and civil police forces can do much to limit injuries to civilian and military personnel and destruction of property. These items increase the psychological effects of a show of force and offer additional protection and versatility to disturbance control forces during the operations.

*b. Weapons.* Machineguns, no larger than .30 caliber, and shotguns may be taken by the troops to the objective area.

(1) The psychological effect produced by the sight of machineguns, serves as a strong deterrent against rioters challenging the application of force by the disturbance control troops. In addition, when machineguns are carried by the control force, they are readily available should the situation ever deteriorate to the point where they must be employed. Extreme care must be taken, however, to insure that the use of machineguns is controlled by unit commanders. Experienced gunners, under direct control of leaders, must be used to prevent accidental firing and the possible harming of innocent bystanders. In most cases, situations can be controlled without the use of machineguns or other automatic weapons. The firing of these weapons would only be as a last resort and as specifically approved by an appropriate commander.

(2) The riot shotgun is particularly suited to certain applications in civil disturbance operations. Because of its characteristic short range, the danger of producing unintentional casualties at greater ranges than the target is greatly reduced when compared to other type individual weapons.

*(a)* While the shotgun is sometimes erroneously considered more advantageous than the rifle because of the greater likelihood of its producing low level disabling injuries, it is emphasized that this weapon, like the rifle, is not fired for such purpose or as a means of gaining control of riotous individuals or groups. The shotgun, as in the case of other firearms used in civil disturbance operations, is fired only on order of a competent superior officer when lesser measures of force are not effective, and selected or full firepower has been directed, or when the individual soldier has no other means of protecting his life.

*(b)* The shotgun should never be employed as an area type weapon nor be fired indiscriminately into riotous groups with the intention of producing multiple low level injuries as a deterrent to further violent conduct. Such improper employment carries the high probability of inflicting painful, maiming type injuries. Additionally, such use could cause an adverse psychological reaction resulting in more violent conduct by antagonistic and disorderly groups.

*(c)* The shotgun when used with #00 Buck-shot ammunition is an excellent weapon for use in civil disturbance operations in heavily populated, built-up city areas. In such environments, where



dangerous offenders must be attacked by selected firepower at ranges of 50 yards or less, the shotgun because of its limited casualty range beyond the target is the weapon of choice. The effect of shotgun fire at or near its maximum effective range may produce fewer lethal injuries than other individual firearms employed under the same circumstances; however, this should be considered a bonus effect and not a governing factor in its selection. The shotgun is a point target weapon extremely effective at limited ranges.

(d) When employed by trained personnel, as indicated above, the shotgun is well suited to such specialized civil disturbance duties as—

1. Antisniper operations.
2. Protection of emergency firefighters, medical and essential utility maintenance personnel.
3. Fixed installation security.

(3) The shotgun is not a substitute for the rifle in general military applications during civil disturbances. Specifically, when requirements for accurate fire at extended ranges exist, it is not an effective weapon. Although some models of the shotgun may be equipped for attachment of the bayonet, the rifle is a superior general purpose weapon for use in riot control formations, and use of the shotgun in civil disturbances should be limited to the type applications indicated above.

(4) Automatic weapons larger than .30 caliber machineguns should not be taken into an objective area. They normally will not be needed or used. Should a need develop, they can be obtained later.

*c. Vehicles.* Armored vehicles and transport vehicles add considerable capability to the riot control force. The use of these vehicles increases flexibility, reduces troop commitments and provides protection for personnel. In considering the use of vehicles, however, it must be remembered that they should be secured by foot elements.

(1) Armored vehicles can be employed in a variety of ways to assist in minimizing the effects of civil disorders.

(a) Their use adds a considerable psychological effect to riot control formations while providing added protection for troops. They provide a readily accessible barrier for troops to crouch behind if necessary, and exceptional protection for those inside.

(b) Their use as mobile command posts offers the added advantages of security, communication, and mobility.

(c) They are well adaptable to road block operations providing the advantages listed in (b) above, while at the same time providing an exceptional barrier.

(d) Their use for patrolling an area of violence adds to the psychological effect, and allows troops to maneuver in close to snipers in order to make an apprehension.

(2) Standard military transport vehicles can be modified with sandbags, armor plating, wire screening, or similar materials to give some protection against sniper fire and thrown objects. They provide mobility and communication capability for area coverage. Troops should be deployed with ample vehicles to provide sufficient flexibility to handle all situations in an area of civil disorder. TOE allowances may require augmentation for this purpose.

*d. Other Equipment.* In addition to the special equipment discussed above, certain other items should be available for use in operations within the disturbance area.

(1) Armored vests and protective masks, are required for antisniping operations and at other times when violence is expected. Flexibility is an important consideration. For example, the limitation on visibility must be considered when requiring the use of protective masks, and the limitation on maneuverability when wearing the armored vests.

(2) Successful conduct of the overall operation may depend on other items. Auxiliary lighting should be available to include hand-portable lights, vehicular-mounted searchlights, spotlights, floodlights, flashlights, flares (with caution toward fires) and vehicle headlights. Prefabricated wood or metal barriers, or suitable materials, such as wire or ropes, may be used to cordon off an area; signs should be provided to supplement these barriers. Evidence equipment, including movie and still cameras with telescopic lenses, and recording devices, should be obtained and placed into position.

(3) Other items of equipment also should be provided. Helicopters should be used for observation, riot control agent dispersal, communication relay, illumination, resupply, reserve displace-

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ment, and numerous other tasks. Bulldozers are beneficial for use in removing debris and barricades. Adequate firefighting and fire protection equipment are essential in civil disturbance operations.

(4) Provisions should be made for appro-

priate communications equipment for use at the scene and between the scene and the operations headquarters. Every available means of communications to include public address systems—both hand-portable and vehicle-mounted should be used.

### Section III. CONTAINING AND ISOLATING THE AREA

#### 7-12. Containing and Isolating the Area

*a.* When military forces are committed to civil disturbance control duty, the situation is beyond the capability of local law enforcement agencies and a scene of disorder should be expected. This disorder may be the result of small dispersed groups, looting, burning, sniping, and generally causing havoc in the area, or it may be the result of large groups being incited to violence by agitators. The initial action taken by military forces to control the disorder is critical and action should be taken immediately to isolate and contain the disturbance area.

*b.* The containment and isolation phase begins with the arrival of troops in the city. This phase is not a clear-cut well-identified series of actions. There are, however, certain definite measures identified with the containment and isolation phase which are applicable to all disturbances and are discussed in the following paragraphs

#### 7-13. Patrol Operations

*a. General.* Alert, aggressive patrolling greatly assists in restoration of order and will tend to prevent people from returning to lawless conduct after order has been restored. Patrol operations are established as early as the situation permits. Patrol areas must be coordinated with civil police to insure complete coverage of the entire area. Whenever possible, patrols should be integrated with existing civil police patrols and joint patrol operations established. This gives the troops the advantage of early area familiarity and provides civil police assistance to the patrol members. Patrol routes for mounted and dismounted patrols should be varied, both as to patterns and times, to prevent snipers, arsonists, and looters from being able to select a safe time to conduct their activities. Patrol members must adhere to proper standards of conduct and fair treatment of civilians at all

times. They must realize that they are performing an important community relations function as well as a control function. Patrols should not attempt to handle a disturbance when they are inferior in strength. A disturbance inadequately handled will instill confidence in the rioters and make the disturbance worse.

*b. Patrol Objectives.* Active patrolling in a disturbance area accomplishes several important objectives.

(1) Patrols reduce the opportunity for unauthorized persons to circulate between the secure areas and the areas which have not been secured.

(2) Patrols prevent assembly by dispersing individuals who begin to congregate.

(3) Patrols provide the commander with timely information of possible problem areas, movement of the rioters, and conditions within the respective patrol areas.

(4) Patrols provide an important psychological effect in the objective area. This gives the rioters the impression that civil police and troops are everywhere and acts as a strong deterrent to the activities of the rioters.

*c. Types of Patrols.* Depending upon the nature and location of the civil disorder several types of patrols can be employed effectively.

(1) *Motor patrols.* Motor patrols have the ability to cover distance rapidly. Through radio communication, contact with the controlling headquarters is maintained. Motor patrols maintain contact with stationary posts which may lack adequate communications. Because of their speed and mobility, motor patrols are able to provide the commander with timely ground reconnaissance and provide ready assistance to other patrols and guard posts.

(2) *Foot patrols.* Foot patrols are employed effectively in areas where population movement is heavy. Foot patrols are limited in the range of effective operations. When foot patrols are used,

adequate communications, equipment, and personnel must be provided. Foot patrol activities are coordinated through the use of motor patrols and patrol supervisors. Foot patrols must be capable of protecting themselves and coping with limited numbers of disorderly individuals. Normally, a squad or fire team represents an ideal patrol.

(3) *Air patrols.* Air patrols perform reconnaissance and surveillance missions in the target area. They are an excellent means of providing timely information on the actions of rioters, extent of damage, status of access routes, location and condition of barriers, and other important information. They assist the commander in the direction of control effort within the affected area.

(4) *Water patrols.* Water patrols can be employed where the affected area has access by navigable water.

(5) *Dog patrols.* Dog patrols may be used in patrolling disturbed areas under certain situations. They provide protection to foot troops and add to the psychological effect of show of force. They are particularly well suited to nighttime patrolling because of their keen senses of smell and hearing. Caution must be used when employing dog patrols, however, since they may produce fear and resentment on the part of the public in general. As a general rule, dogs should not be used to confront demonstrators directly.

*d. Patrol Security.*

(1) Efforts are made to protect the patrol force by every practical means. Armored vehicles may be used in many situations because of the added protection they provide to the troops and their ability to transport troops safely through dangerous areas. When using these vehicles measures must be taken to protect them against fire bomb attack. Consideration is given to patrols of more than one vehicle for security purposes. A visible display of a variety of weapons by patrol forces also may be of assistance, primarily, because of the psychological effect they produce. Armored vests and other individual protective equipment, such as steel helmets should be worn whenever troops are exposed to acts of violence.

(2) Other equipment should be used to reduce the vulnerability of patrol forces. The use of searchlights and other illuminating devices in critical areas during hours of darkness can considerably reduce the vulnerability of patrols. In

this regard, care should be taken to prevent illumination of control forces which might result in their exposure to sniper activity and other acts of violence. Aircraft used to observe and coordinate ground patrols may prove extremely valuable in preventing patrols from being surprised and unable to obtain assistance. Searchlight equipped helicopters can perform both of these functions and insure complete coverage day and night.

## 7-14. Barricades and Roadblocks

*a. General.* Barricades and roadblocks canalize movements of people and vehicles, block routes, prevent assembly of hostile or agitated groups, and isolate affected areas. Barricades and roadblocks are established in target areas to stop and check personnel and vehicles entering or leaving the area. They are manned by both military and civil police. Such positions should be located so as to preclude their being bypassed, surrounded, or cut off. They may be constructed from such equipment and materials as trolley cars, buses, trucks, other vehicles, sandbags, earthworks, trees, timbers, wire, or various combinations of such equipment and materials. Materials which tend to chip, shatter, or splinter should be covered with canvas or sandbags to minimize casualties caused by flying fragments.

*b. Barricades Against Personnel.* Concertina wire is a suitable material for the rapid construction of barricades against personnel. Barricades should be prepared in advance of the civil disturbance control effort. Signs should be placed clearly indicating that unauthorized persons are not allowed to approach the position. Personnel manning the position must be protected by emplacements if small arms fire is anticipated. Provisions should be made for illuminating approaches to the position during the hours of darkness; however, care must be taken to avoid silhouetting the position or personnel manning it.

*c. Roadblocks Against Vehicles.* Roadblocks against motor vehicles should be fabricated from large, heavy objects or earth. Roadblocks should extend the complete width of the roadway to include sidewalks. Several parallel roadblocks placed at intervals of 25 to 50 feet provide depth to insure against the possible passage of heavy or high speed vehicles through the position.

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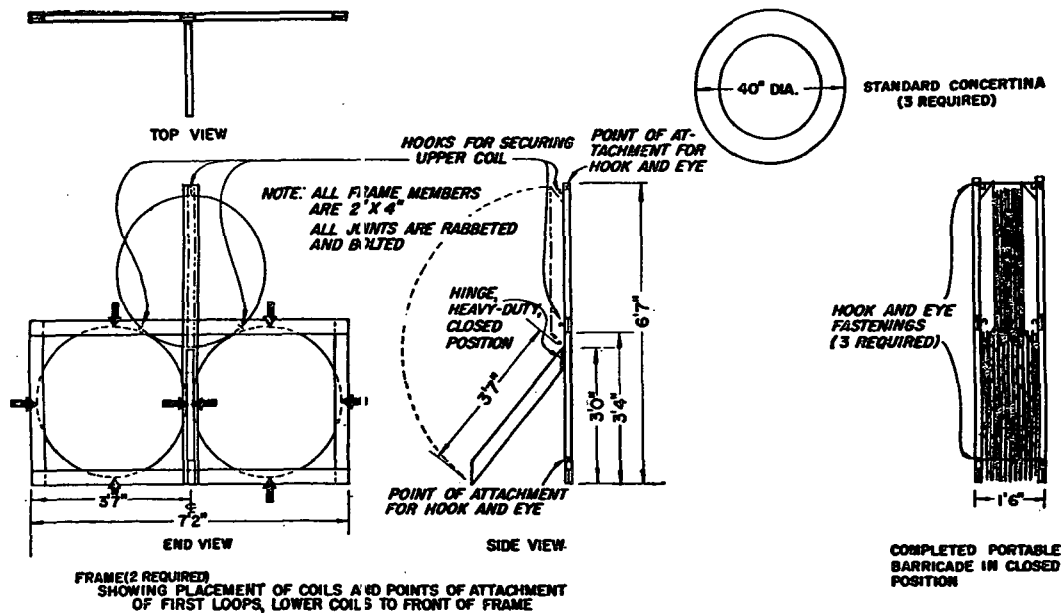


Figure 7-2. Construction plan for portable barricade.

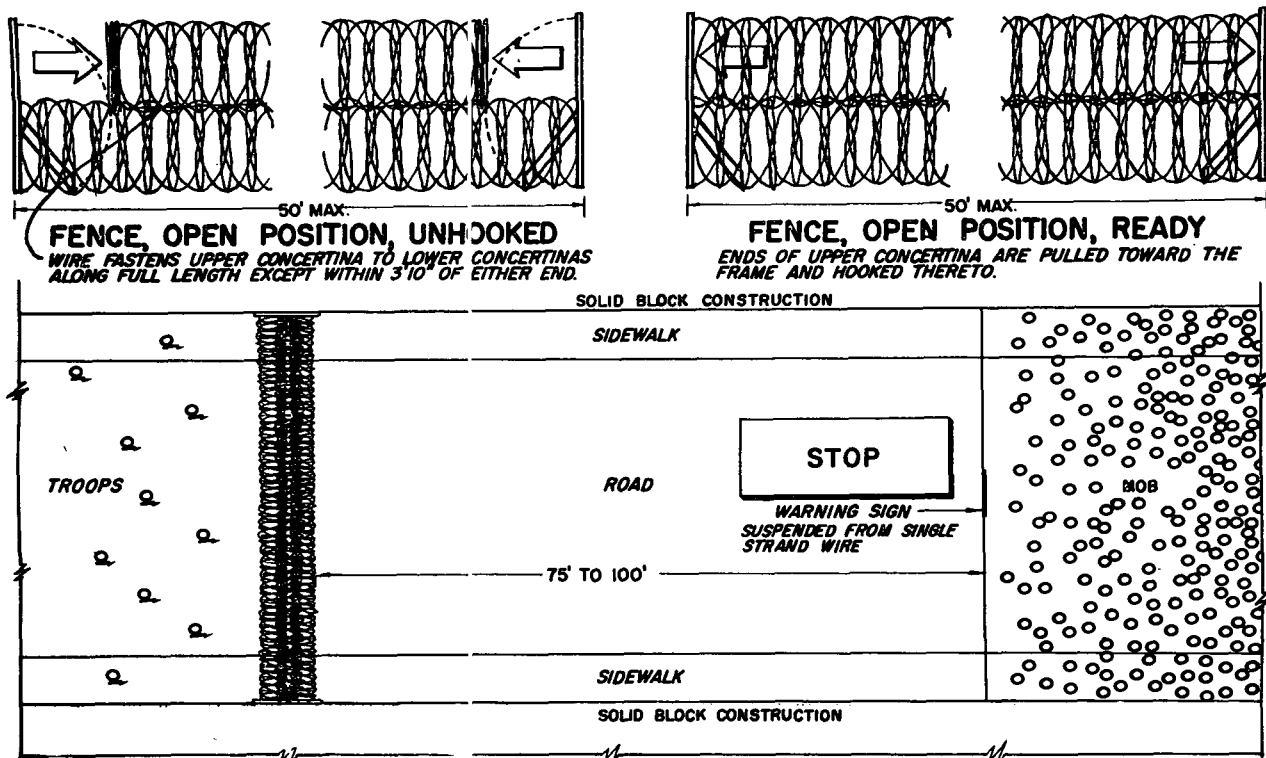


Figure 7-3. Application of portable barricade in civil disturbance control.

### 7-15. Searching Operations

During a civil disturbance control operation, control forces may be required to conduct searches and seize firearms and ammunition to preclude the possibility of their being used against the control forces. Such searches and seizures must be in accordance with the provisions of existing laws and ordinances or the commanders instructions. Personnel manning barricades and roadblocks conduct searches as necessary for weapons or contraband. Search parties make systematic searches of buildings in the areas where it is known or suspected that weapons and ammunition are stored by riotous elements, or group leaders or agitators may be in hiding. Building-by-building searches of certain areas may be necessary. The area to be searched should be divided into sections; these should be assigned to commanders based on their operational areas of responsibility. While searching operations are being conducted, patrols within the area and around the perimeter prevent the escape of suspected persons. In searching for persons, a cordon may be placed around the area and all persons in the area may be required to identify themselves. Civil police are employed with military personnel to search buildings, seize weapons, and make apprehensions. Control forces must be reminded of their responsibility to properly tag, secure, preserve, and dispose of physical evidence.

### 7-16. Security of Critical Facilities

*a. Security Considerations.* Certain buildings, utilities, and services are critical to the economic and physical well-being of a community and require security to prevent disruption of essential functions. Security must be placed on armories, arsenals, hardware and sporting goods stores, pawnshops, and gunsmith establishments or other places where weapons or ammunition are stored. Priorities for physical security must be established to preclude dissipation of available forces on less important facilities or those which have their own physical security forces. The degree of security necessary to protect various buildings and utilities is determined by considering the following:

(1) *The importance of the facility to the overall well-being of the community.* The loss of water and power seriously endangers the health of the community; the destruction of government build-

ings seriously disrupts the procedures of government; control of banks or hospitals affects the stability of the community; and control of communications media by riotous groups provides psychological advantage for further spread of disorder.

(2) *The vulnerability of the facility to acts of violence.* Inherent in this consideration is an analysis of the destructive capability of the riotous elements, e.g., whether the rioters have large explosive capability or whether they are limited to small arms and rock throwing tactics.

(3) *The capability of organic guard forces to secure the facility with existing security equipment.* Consideration is given to the possibility of augmenting the existing organic guard forces with additional equipment and guard personnel. The availability of reserve forces in lieu of stationary guards should be considered in an effort to conserve guard forces.

#### *b. Security Measures.*

(1) *Passive security measures.* Passive security measures, which include such safeguards as perimeter barriers, protective lighting, alarm systems, and protective communication systems, are designed to deter intruders and impede access to a facility by unauthorized personnel. Various measures of this type may or may not be in effect at the time of the civil disorder. They should, however, become a primary consideration in the overall development of the disorder security plan.

(2) *Active security measures.* Active security measures include the tactics described in (a) through (e) below, and techniques used to defend a facility when it is being besieged by rioters. Use of these tactics and techniques will be influenced by the character and nature of the siege.

(a) If all gates to a facility are besieged by rioters, troops on the outside can be passed over the top of the fence to reach the inside. Another method is to cut a passageway through the fence. Helicopters may be used to airlift troops into the facility.

(b) Where the pressure of the crowd threatens to break through the fences or gates, water or riot control agents may be employed against the rioters to relieve the pressure.

(c) In a situation where a facility is besieged by rioters and the measures described in (a) and (b) above cannot be used or are not

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desirable, the rioters may be forced away from a gate by troops in wedge formation in mass with lateral support and a strong reserve in the center of the wedge (app B). Firehose disseminating water under high pressure from the point of the wedge may be used to aid in forcing rioters back. When the gate is reached by the point of the wedge, the two echelons of the wedge face right and left, respectively, and move outward in a line to clear the rioters from the gate. Then troops enter the facility through the opened passageway.

(d) If the rioters have occupied the area inside the fence of a facility, it may be imperative for the troops to reach the most vital section. This may be accomplished by employing the method described in (c) above. The space around the vital section may be cleared by using echelon or line formations until there is sufficient space for the troops to maneuver. Thereafter, a progressive series of blocking, clearing, and sealing-off tactics is used.

(e) Consideration should be given to the

use of dogs in the operations of the security force. Sentry dogs are valuable assets to the security force because of their psychological effect and their extreme sensitivity in detecting intruders.

*c. Control and Analysis.*

(1) The fast changing nature of a civil disorder demands that continuous checks be made on vital facilities, whether secured by control forces, organic forces, or only passive security devices.

(2) Commanders at all levels must make repeated personal on-the-ground checks of troop dispositions to insure that critical facilities are secured and instructions are being carried out in a military manner.

(3) If the character of the disorder has been oriented toward violence, additional security measures are applied to facilities where weapons and ammunition may be obtained by the rioters.

(4) A continuing reappraisal of its importance and the existing situation should be made to determine the strength of the force that is needed to provide continued security.

## Section IV. OPERATIONS IN BUILT-UP AREAS

### 7-17. General

The tactics and techniques applied to a built-up area must be designed to control both large scale rioting and isolated occurrences of violence and destruction. The control of large crowds and mobs represents an important facet of today's violent disturbances. However, of equal or perhaps greater importance, is the prevention and control of the "hit and run" tactics of agitators, singly or in small groups, scattered throughout the area. These tactics require commanders to plan for and execute numerous, and often times simultaneous, operations in order to restore and maintain law and order throughout the entire area.

### 7-18. The Area of Operations

*a.* A downtown section represents a critical area for disorders because of the many aspects of control that are involved. The many shops and businesses vulnerable to looting and fires, and government offices and vital utilities requiring security, are characteristic of a downtown section. The congestion of vehicles and persons restricts movement considerably and increases the possibility of injuries to innocent bystanders. Observation and

field of fire are greatly restricted and movements frequently are canalized through narrow streets or defiles.

*b.* Techniques used in residential areas are essentially the same as those for downtown areas. Residential areas are less densely populated, but cover a larger area and require patrolling over a more extensive area.

### 7-19. Dispersal of Tactics in Built-Up Areas

*a.* Regardless of whether riotous groups in a target area are large or small, rooftops must be secured before using force against such groups. Helicopters may be used for placing troops on to rooftops by rappelling or actual landing if it has been ascertained that the rooftops will support their weight. Both sides of the street are secured. Where rooftops vary in height, marksmen are placed on higher roofs to secure, by observation, adjoining lower rooftops to prevent casualty-producing objects from being thrown onto the riot control force. Rooftops also provide excellent positions from which to disperse riot control agents.

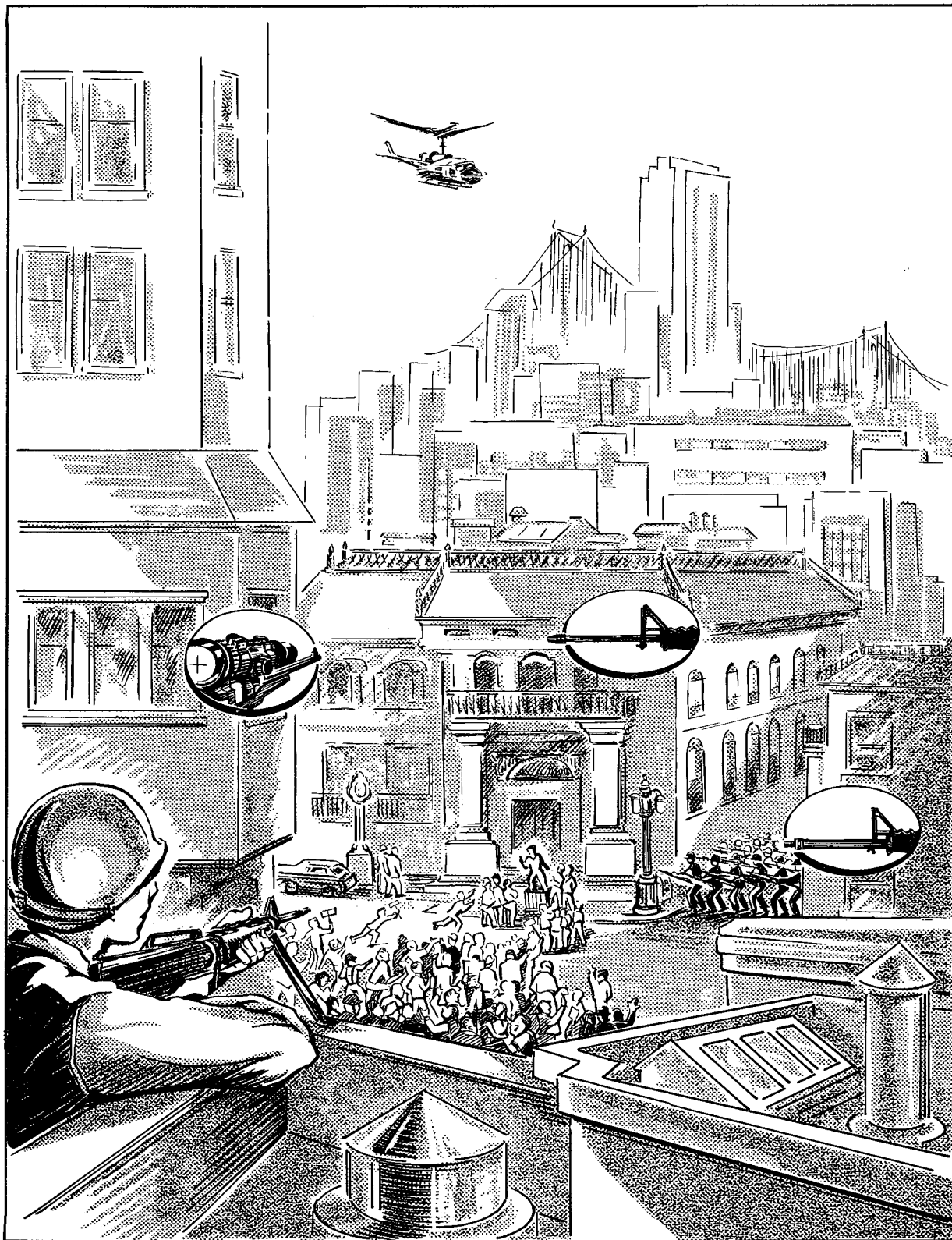


Figure 7-4. Rooftops are secured before committing forces.

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b. The route along which rioters are moved will normally contain several side street intersections which must be crossed by the rioters prior to reaching the selected dispersal area. These side streets must be sealed to canalize the movement along the desired route. Under certain circumstances, it is possible to displace the sealing force from intersection to intersection, in leapfrog fashion, to accomplish the mission with a minimum number of troops.

## 7-20. Disorder in the Streets

### a. General

(1) When troops are deployed against a crowd large or small, individuals and small groups of rioters may break away and serious street disorders can ensue. The tactics employed by these individuals and small groups of rioters may be planned with a definite objective in mind, such as thwarting police action, looting, and destroying property. Civil disturbance control personnel must be quick to detect the tactics being used by the riotous elements. Commonly, the tactic is designed to interfere with control forces in their line of duty and force them to take action against the disorderly elements or to divert them from their primary duty. This is followed by allegations of "brutality" which may set off further violence.

(2) Provisions are made for a mobile reserve force, properly organized and equipped, to react to new or increased violence or to respond rapidly should the situation deteriorate beyond handling by the committed forces. If needed, the reserve force furnishes a surprise show of force. Their timely appearance can provide the psychological impact necessary to divert the attention of the threatening crowd or mob, and permit the control force the time necessary to gain control.

b. *Control of Violence.* Forces committed to counterviolence in the streets must be capable of capturing rioters who may be well-armed and/or barricaded. The surprise and precision with which the force overcomes the violence, and seizes the violators, must be the guiding principle. Some aspects of combat tactics may have to be employed.

(1) Streets, alleys, vacant lots, and other open areas offer the best fields of fire to the rioter and are avoided whenever possible.

(2) Smoke can be used to conceal movement.  
 (3) Cover is selected in advance whenever possible.

(4) Troops hug walls and move rapidly from cover to cover.

(5) Armored vehicles are used effectively in some situations to give troops a psychological advantage and provide protection during the advance.

(6) When not accompanied by vehicles, rifle elements should move single file along one side of the street, under cover, and supported by fire if necessary.

## 7-21. Clearing of Buildings

Rioters may seize control of buildings. This creates a significant hazard to forces operating in the area, and may require the clearing of buildings before order can be restored. Throughout these operations restraint must be exercised to protect the rights of innocent persons and their property. When building-clearing operations are necessary, the following systematic procedures should be used.

### a. *Methods of Entry.*

(1) *Entry at the top.* Whenever possible, buildings are cleared from the top down. A rioter who is forced to the top may be cornered and fight desperately or escape over the roofs, while one who is forced down to the ground level may attempt to withdraw from the building, making himself vulnerable to capture by the covering force. Various means may be used to gain entry such as ladders, drainpipes, vines, toggle ropes, grappling hooks, or roofs of adjoining buildings. Helicopters may be used to deploy troops on top of buildings if prior coordination has been made to insure that roofs will hold the weight.

(2) *Entry on middle floor.* In many cases, it may be impossible to enter a building at the top. In these instances, entry should be made at the highest possible point using the techniques described above. The floor on which entry is made should be thoroughly cleared and secured first. The searching team then moves to the top floor and clears the building from the top down.

(3) *Entry at the bottom.* When entry must be made at ground level, it may be preferable to use riot control agents to saturate the building before the search teams enter. Under these circumstances, it is important to insure that adequate es-



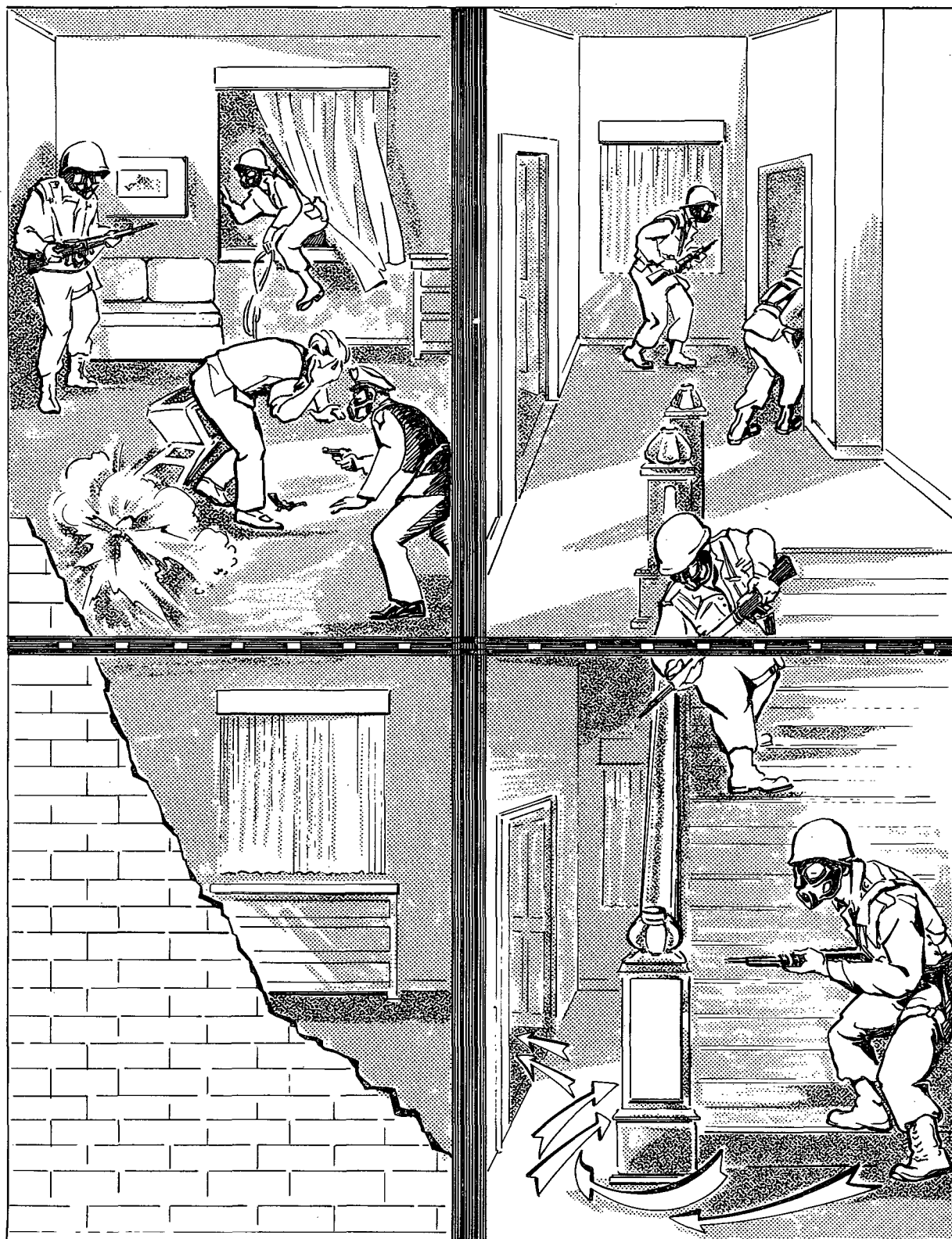


Figure 7-5. A searching party, operating in two-man teams makes systematic search of a building from the top down.

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cape routes are available for the rioters and that all avenues of escape are covered by the covering team.

*b. Clearing Techniques.*

(1) Clearing individual buildings or groups of buildings is carried out by a searching team composed of troops and civil police supported by a covering team. The covering team may use smoke or riot control agents to aid the advance of the searching team or fire by selected marksmen if necessary. The "base of fire" technique (massed firepower) should not be used because it accomplishes nothing constructive and creates hostility among innocent persons who suffer property damage or injury. The searching team should maneuver under the protection of cover, firing only when necessary to protect life and property.

(2) The covering team normally includes riflemen and grenadiers, and protects and aids the advance of the searching team. The covering team occupies positions where it can best observe the building to be entered. Once the searching team enters the building, the covering team secures the avenues of escape and provides assistance as necessary from their outside positions.

(3) The searching team enters and searches all buildings that the unit is responsible for clearing. The size of the searching team depends upon the size and character of the buildings to be searched. It should be kept small, since an excessively large searching team leads to confusion and the men get in each other's way. In the searching team, the riflemen operate as two-man teams under

the direction of the team leaders. Troops mask if riot control agents are used.

(4) Team members take full advantage of the cover available, exposing themselves only when necessary. For this reason, off-hand firing techniques are used. Team members should be able to fire both right and left handed with reasonable accuracy. The vulnerability of team members can be further reduced by the use of riot control agents when the situation dictates. Again the right and left hand technique should be used to lob the riot control grenade into a room.

(5) A team of two men normally is given the mission of searching one room. One man may throw in a riot control grenade, wait for it to explode, then enter quickly and place his back against the nearest wall. The second man follows and searches the room in detail. The searching team keeps the team leader informed of its progress in clearing assigned portions of a building.

*c. Problems of Control.* Building clearing operations present special problems of control for commanders. A unit, in all probability, will be clearing buildings in a relatively large area and segmented into small teams. Effective leadership becomes a distinct problem as there is little or no central control. Training in this area should be stressed, placing less reliance on radios for communication (since they will not be entirely effective in confined areas) and increasing the use of messengers and physical contact to maintain control.

## Section V. ARSON AND PROTECTION OF FIRE FIGHTERS

### 7-22. General

*a.* In riot-torn areas there is an increased danger of accidental fires. The possibility of arson poses an even greater problem. Control forces must take all possible measures to prevent accidental fires and should be especially alert for arsonists.

*b.* If a fire does start in the area the control force—

(1) Seals off the area to prevent entry by sightseers.

(2) Assists in extinguishing the fire if the local situation permits.

(3) Prevents crowds from gathering. Crowds hinder firefighting operations and could possibly lead to further rioting.

(4) Evacuates the area if deemed necessary by the local commander and the fire chief.

(5) Protects firemen from snipers, hand-thrown projectiles, etc.

(6) Cordons off the area and establishes observation posts so that surrounding building and rooftops can be observed. If sniper activity occurs, the procedure discussed in paragraphs 7-26 through 7-29 should be used.

*c.* Units should visit local fire stations and become familiar with the operation of the different items of firefighting equipment. This equipment, in addition to putting out fires, can be used to disperse crowds involved in riotous actions.

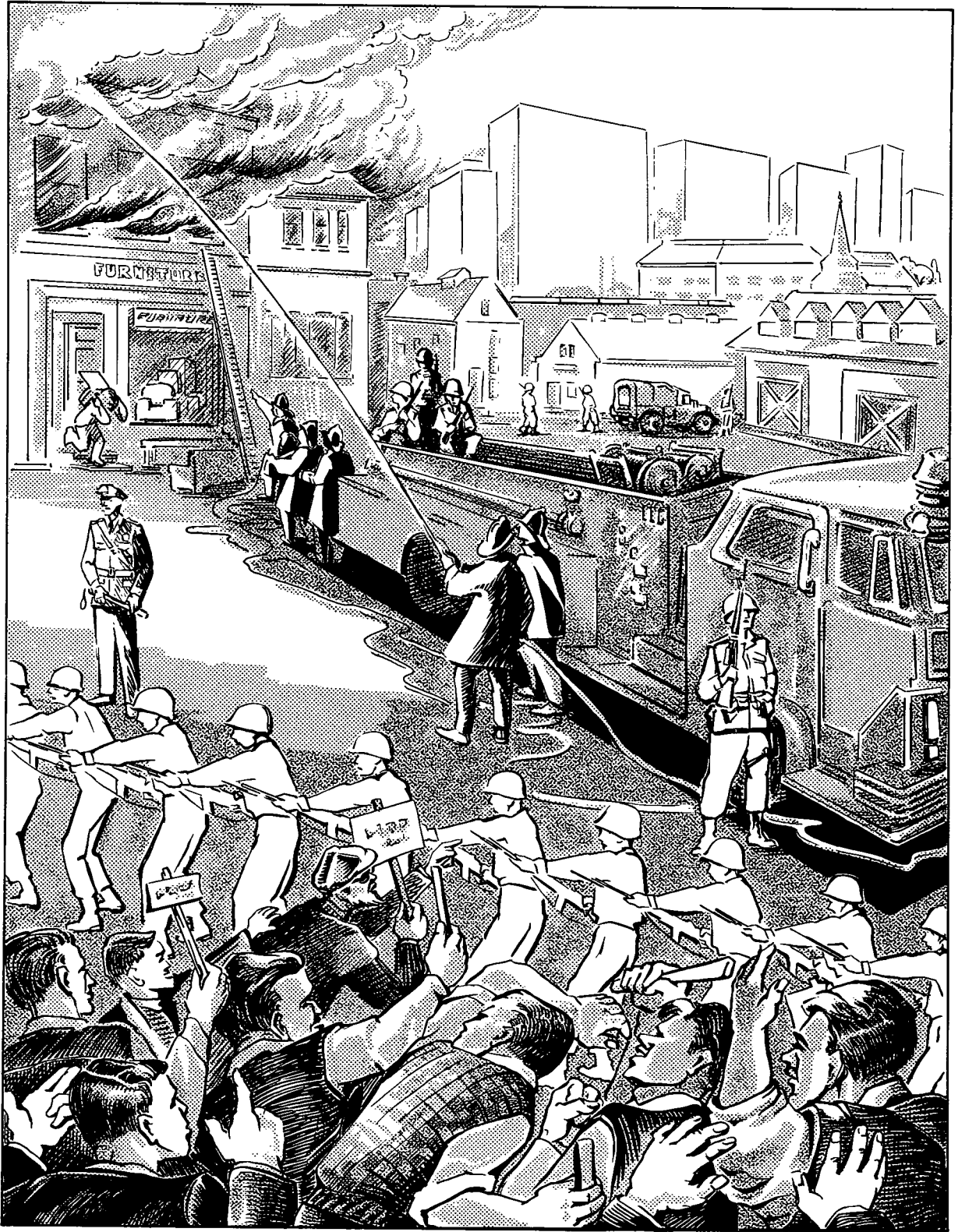


Figure 7-6. Civil disturbance control forces protect firefighters and their equipment.

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**7-23. Protection of Firefighters**

*a.* A critical problem area, that requires effective countermeasures, is the protection of firemen engaged in extinguishing fires. Previous experiences have indicated that rioters may start fires within an area and, upon arrival of the firemen, they may fire upon them from concealed positions.

*b.* The speed with which effective measures are placed into effect to protect and assist firemen may be a critical factor in the overall control of fires in the area of operations. All personnel must be well trained and thoroughly briefed in the actions they should take when encountering a fire in progress. Personnel arriving on the scene should—

(1) Contact the senior fireman present and provide protection and assistance.

(2) Promptly inform their commander of the situation and request assistance as required.

(3) Establish a perimeter around the firemen and equipment, taking advantage of all cover available.

(4) Block off streets as required to prevent traffic from coming into the area.

(5) Establish crowd control as necessary to prevent onlookers from coming into the area.

(6) Assign definite areas of responsibility to subordinates and insure they are instructed to be alert for snipers on rooftops, in windows of build-

ings, etc., and personnel throwing rocks, debris, or other missiles into the area.

(7) Report the details of the incident when relieved from duty.

*c.* If the situation warrants, combat tactics may be required. It may be sufficient to have a well-equipped, well-trained, mobile reserve force capable of rapid deployment should the scene of a fire develop into a serious disorder. On the other hand, daily intelligence may dictate the need for a tactical force to accompany firefighters at all times. If this latter technique is used, consideration should be given to providing flexibility within the supporting force. Provisions are made for personnel who are trained and equipped to employ necessary measures to prevent rioters from attacking the vehicle and eliminate sniper action to ride on the fire trucks. It may also be necessary to send an accompanying force in their own transportation to provide them with mobility at the scene.

*d.* Regardless of the techniques used, actions are taken to quell disorders as rapidly as possible to prevent any adverse psychological influences from spreading to other areas and to allow firefighters to apply their full efforts toward extinguishing the fire. Of equal importance is the need for caution when the riotous elements are intermingled with innocent civilians.

**Section VI. ANTILOOTING MEASURES****7-24. General**

*a.* From previous civil disturbances, the problem of widespread looting of businesses has emerged as an area calling for energetic preventive action. Looting may start at any time or place as an isolated incident and quickly spread throughout the affected areas. Looting may take place sporadically throughout the time that the area is in turmoil.

*b.* Looting is not restricted to any particular sex or age group; it includes the very old, the very young, women and children. When dealing with individuals involved in looting, extreme caution and adherence to the principle of using only that force necessary must be observed. For example, many children may be looting without any idea as to its lawlessness and they should be treated accordingly.

*c.* Lessons learned from various riots have in-

dicated that looters will normally start with liquor stores, arms and ammunition stores, and drug stores. However, looters will soon start taking any and everything available: food, furniture, watches, rings, clothes, candy, TV sets, major appliances, etc., whether they need them or not. Department stores may be looted and then burned in order to eliminate records of money owed by the looters.

**7-25. Control of Looting**

*a.* The amount of force needed and the techniques used to control looting will vary considerably within the area of operation. A general rule, however, should be the curtailment of looting as quickly as possible to prevent its spreading to those who would not normally loot except when caught up in the contagion of other successful acts. The following control measures will materially assist in this objective.

(1) Isolation and control of the affected area

by use of barricades and roadblocks to prevent looters from increasing in numbers.

(2) Quick apprehension and removal of violators.

(3) Establishment of saturation patrolling and stationary guard posts within the affected area to prevent looting.

*b.* The techniques applied and the amount of force used will depend on the situation, and the instructions issued to the commander. As a gen-

eral rule, looters should not be fired upon merely to prevent their escape.

*c.* Looting can be expected to increase during hours of darkness. Therefore, precautions should be taken to lessen the vulnerability of potential looting targets. Night illumination should be used when and wherever feasible to discourage overt actions. In addition, peak periods of looting activity should be carefully charted and increased efforts employed during these times.

## Section VII. ANTISNIPING MEASURES

### 7-26. General

Effective measures in counteracting sniper fire require speed and precision in the manner in which they are executed. This in turn depends upon the quantity and quality of prior planning and the proper preparation for handling such incidents. Troops committed to civil disturbance control operations must be well rehearsed on the immediate action necessary to counteract sniper fire. This immediate action is based on a quick estimate by the senior man on the spot and should include the following:

*a.* Identify, with as much accuracy as possible, the location from which the shots were fired.

*b.* Block off the immediate vicinity by setting up barricades and roadblocks and concurrently warning all bystanders to clear the area.

*c.* Allocate the amount of personnel and equipment needed to suppress the sniper fire and capture the sniper. If sufficient personnel are not immediately available, call for assistance.

*d.* Utilize available forces to block the escape routes of the sniper and contain him until additional forces arrive. Consideration should be given to placing personnel on rooftops and in windows of adjacent high buildings for better observation and fields of fire.

*e.* When sufficient forces are available, apprehend the sniper.

*f.* The commander should make every effort to personally control return of sniper fire. Only designated personnel should return sniper fire and then only when absolutely required to do so.

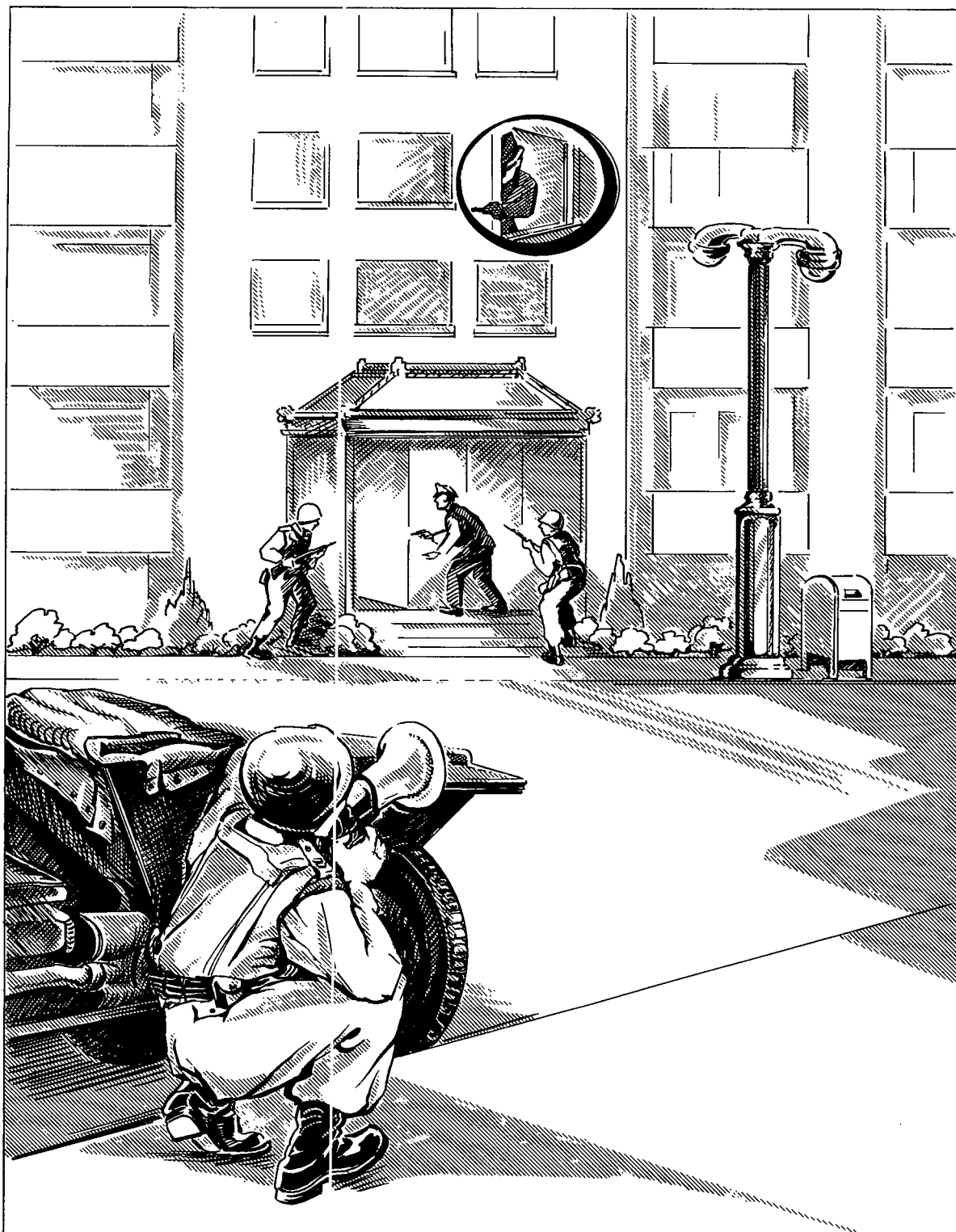
### 7-27. Entry and Search

Troops should enter the building concurrent with loudspeaker warnings and instructions to the

sniper inside. Civil police accompany the searching team to make the actual apprehension. Weapon fire should be used only when necessary and only against known targets. Armored personnel carriers may be used to provide protection for the searching and covering teams. The technique of using a searching team and a covering team discussed in paragraphs 7-17 through 7-21 applies to antisniping operations. The searching team enters the building and begins a room by room search. All members of the searching team should be equipped with riot control agents and armed with light weight weapons. Whenever possible, buildings should be searched from the top down in the manner discussed in paragraphs 7-17 through 7-21.

### 7-28. Apprehension of Snipers

Riot control agents may be effectively used to force the sniper into the open, where he can be taken into custody with less risk. Laying down a "base of fire" or a "barrage" in the general area of a suspected sniper accomplishes nothing constructive and creates hostility among the innocent bystanders who suffer property damage or injury. Whenever possible, the actual apprehension of the sniper is left to the civil police with security and assistance provided by the troops. Detailed guidance on techniques of apprehension, special considerations for apprehending groups of individuals, and skills involved in making apprehensions in buildings is contained in FM 19-5. AR 633-1 provides Army policy and doctrine in the subject area of apprehension and restraint.



*Figure 7-7. Civil disturbances control troops and civil police enter buildings, concurrently with loudspeaker warnings to apprehend snipers.*

**7-29. Antisniper Patrols**

a. In many cases sniping fire will be sporadic and break out in areas where few disturbance control troops are present. For this reason, consideration should be given to utilizing special antisniper patrols, equipped with sufficient armament and equipment to handle any antisniping mission. Armored vehicles are especially well suited for this type patrol. Individuals should wear body armor, carry protective masks, and be armed with a

variety of weapons for flexibility. These patrols should be strategically placed throughout the area of operation to provide a ready reaction force on call. They should be well trained in "combat in cities" type tactics and proficient in search and apprehension techniques.

b. When antisniper patrols are requested, they respond to the request immediately, make necessary coordination with troops on the scene and take whatever actions are necessary to apprehend the sniper.

**Section VIII. RIOT CONTROL FORMATIONS**

**7-30. General**

a. Riot control formations, when properly employed and effectively executed, represent one of the most practical methods of controlling rioters. They are particularly effective against a large crowd because of their capability to provide control forces to split the crowd into manageable segments. Commanders must realize their limitations, however; formations are not the answer to all disturbance situations. Troops should not be subjected to unnecessary sniper fire and violent tactics of agitators simply to impress the people with a show of force. When small dispersed groups are running rampant in an area of operations, riot control formations will be of little value in quelling the disturbance.

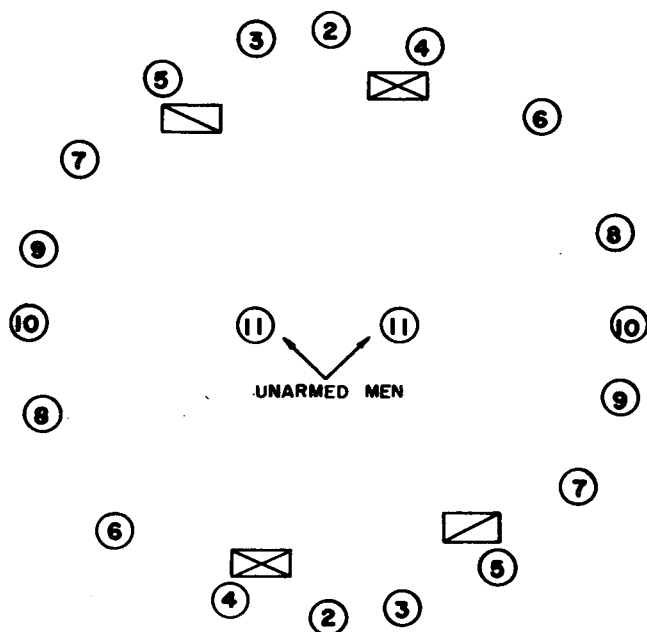


Figure 7-8. Circular formations.

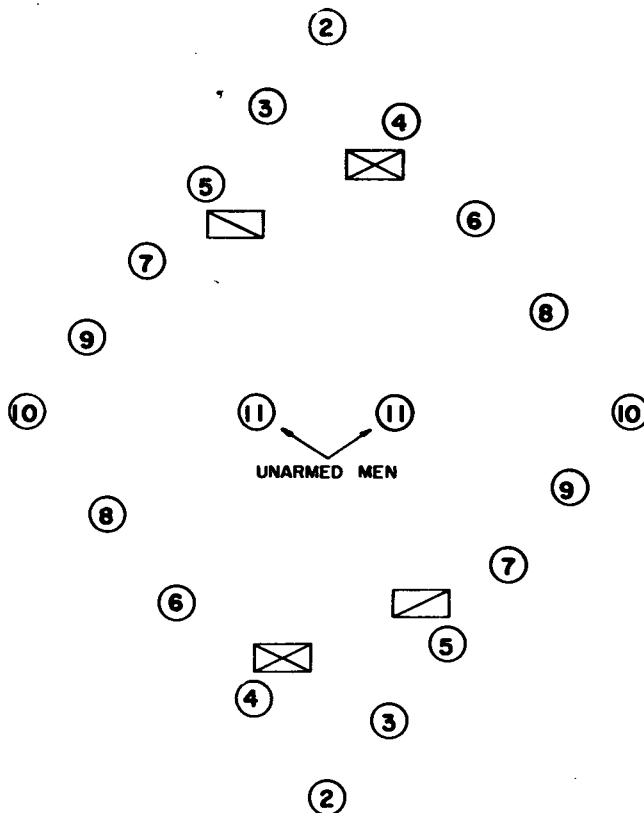


Figure 7-9. Diamond formations.

b. Further, when a large mob has been dispersed, the problem is not necessarily solved. It should not be assumed that rioters have given in and returned to peaceful activities. It may well be that the small elements breaking away from the large group will engage in small dispersed mob tactics such as sniping, looting, and burning. If such a situation develops, commanders should apply the tactics discussed in the preceding sections and continue active control measures until they are sure that law and order have been restored.

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c. The manner of employing formations and weapons, the application of a certain formation to a particular situation, and the stage of operations at which certain types of actions will be applicable, are matters which must be decided by commanders. For detailed information on riot control formations, see appendix B.

### 7-31. Dismounted Formations

Dismounted riot control formations constitute a means of blocking the advance of a mob. The various riot control formations are tools to be employed as required. Normally, the *line* can be employed against any size crowd, and the *echelon* and *wedge* against a small group on a narrow front or in confined areas. When troops penetrate a crowd to capture one of its members, they may use a modified formation, such as a *circular* or a *diamond* formation, with at least two unarmed soldiers inside the formation; when the formation reaches the individual to be seized, a gap is opened and the unarmed soldiers pull the individual in-

side. These soldiers should be equipped with handcuffs and/or restraining straps for use in securing the individual.

### 7-32. Vehicles in Formations

a. Vehicles with foot troop protection have a useful role in riot control formations. Vehicles may be employed to obtain shock action; as a platform for selected marksmen; as a base to release riot control agents; and to enter a crowd to apprehend individuals.

b. Vehicles employed in mass together with foot troop protection are effective in civil disturbance operations when there is sufficient space for the vehicles to maneuver and for the crowd to move. The  $\frac{3}{4}$ -ton truck containing one squad and employed in groups of threes is effective. Vehicles can be employed in *column*, *line*, *echelon*, or *wedge*. When they are halted, troops protect them with rifles and bayonets. If a vehicle breaks down, other vehicles should be used to protect it.

## Section IX. RIOT CONTROL AGENTS AND MUNITIONS

### 7-33. General

a. Riot control agents provide effective methods of dispersing crowds. These agents have many advantages over other types of force. They have an immediate effect on large groups of people without causing any permanent harm. When conditions are favorable, riot control agents, properly used, will disperse large crowds without troops having to come into actual contact with rioters. They can be used to discourage sniper fire if the sniper has not been located and to flush him out if the sniper is located. An understanding of riot control agents, their capabilities and limitations, is necessary to the accomplishment of the task in the safest and most efficient way.

b. Authority to order the use of riot control agents rests with the Task Force Commander. Based on the situation, he may delegate this authority to commissioned officers. In this respect, the commander may employ riot control agents in conjunction with or exclusive of, the many and varied force options open to him (para 7-4f).

This procedure covering the use of riot control agents permits the Task Force Commander maximum flexibility in applying the principle of minimum application of force to accomplish his assigned mission. However, it is established policy that riot control agents should be used to accomplish the mission before live ammunition.

### 7-34. Riot Control Agents

The agents suitable for use in riot control operations are CN and CS. CN is no longer procured and stocks will soon be depleted. CS is considered a more effective and safer agent than CN because it acts quicker, takes less agent to do the job, and its effects are more severe. CS causes an extreme burning sensation of the eyes, a copious flow of tears, coughing, labored breathing and tightness of the chest, involuntary closing of the eyes, stinging on moist skin, and sinus and nasal drip. The effect on snipers is obvious. Nausea and mild vomiting may occur if heavy concentrations are placed in rooms or other closed spaces. No permanent injury will result from the use of CS or CN.



### 7-35. Riot Hand Grenades

Riot hand grenades come in two types—burning and bursting.

*a.* The burning type grenades are available with CS. These grenades should not be used where the intense heat they generate could start fires. Burning type grenades can be projected to ranges up to about 150 meters using the rifle grenade launcher and the M2/A1 grenade projection adapter. Burning type grenades are not thrown into a mob because they may be thrown back.

*b.* The bursting or “baseball” type grenades are also available with CS. The average distance that the baseball grenade may be thrown before bursting is 35 to 50 meters. These grenades should be lobbed into the air so that the burst will occur several feet over the heads of the rioters on the upwind side. Baseball grenades never should be thrown directly into the faces of rioters because injury could result. When thrown correctly, with a 10-mile an hour wind, a single grenade can be effective on rioters 50 meters downwind. Grenades rolled to burst on the ground also give satisfactory results.

### 7-36. Dispersers

Riot control agent dispersers are most useful against crowds when a larger quantity of agent is required than can be readily obtained by the use of grenades. A finely powdered form of agent CS is available for riot control operations and can be disseminated by dispersers. The portable M3 disperser can discharge 8 pounds of CS in 25 seconds of firing. The agent is projected about 30 feet before it billows out into a cloud. These dispersers can be used singly or in battery. Larger dispersers can be mounted on trucks or in helicopters (app D and E).

### 7-37. Weather Considerations

After riot control agents have been released, there is no way they can be guided to the target. The agent cloud will tend to rise and drift with the wind. It is apparent then that the wind direction determines where and how the agents should be released. Riot control agents are most effective when they are released along a line perpendicular

to the wind. This release line should be long enough to cover an area larger than that occupied by the target groups. Also, the release line should be far enough to the windward to allow the individual agent clouds to merge before reaching the target. Although the wind direction is the most important factor which affects the use of riot control agents, there are some other weather factors which apply. The best conditions for using these agents are on overcast days or clear nights, when the wind is steady at 5-12 miles per hour and when there is a high relative humidity. These conditions tend to keep the agent cloud close to the ground and give the maximum effective downwind travel.

### 7-38. Employment Techniques

*a.* Prompt employment of riot control agents requires that they be available at the lowest unit level at which their use can be anticipated. For example, the agent is available at the squad or fire team level under control of the small unit leader and employed upon approval of the company commander. Prior to using the agents, members of the unit must be warned. The grenades or dispersers are then employed and the agent cloud is sustained or shifted until the crowd is forced to leave the area. Grenadiers or disperser operators always must be protected and all troops will be masked.

*b.* If burning grenades are used release lines should be protected to prevent rioters from throwing the grenades back at the troops. Avenues of escape from the advancing agent cloud must be provided to the rioters and kept open. A narrow riot control agent cloud through the center of the crowd tends to split it. This procedure is advisable in areas where there is no path of retreat to the rear of the rioters, or if the supply of riot control agents is limited.

*c.* When rioters or snipers are barricaded in a building, riot control agents can be used to suppress fire or flush them out. Bursting grenades can be thrown through shattered windows. Smoke may be used to conceal the approach of grenadiers toward the building. It must be remembered that burning type grenades should not be used if there is danger that a fire may be started.

## Section X. RELIEF PROCEDURES

**7-39. General**

Relief procedures must be thoroughly planned for and properly executed to insure that continuity of operations is maintained. Efficient relief operations will have a decided psychological effect on the community.

**7-40. Relief***a. General*

(1) Civil disturbance control operations are demanding, both mentally and physically, and normally require relief if troop efficiency and effectiveness are to be maintained. Relief is difficult because of the nature of the operations.

(2) During civil disturbance control operations, units assigned to sector control may be entirely committed, preventing any relief operations within the unit. Relief should be provided for at the level retaining uncommitted units for this purpose. Ready reserves should not be used for relief since they may become actively involved in operations. Relief should be accomplished in place to insure that the relieving unit has physically occupied assigned facilities and the area of operations.

*b. Preparation for Unit Relief.*

(1) It is essential that commanders at each level conduct a thorough reconnaissance of the operational area and that all leaders receive a complete briefing from the outgoing unit. Routes into the area should be reconnoitered; critical facilities, barricades and roadblocks, patrol routes, and other items of operational importance should be identified; and unit leaders should familiarize themselves with their assigned area and establish rapport with law-abiding citizens in the area.

(2) Commanders of the incoming and outgoing units should arrange for the exchange of special items of equipment in place which are essential to mission accomplishment and may be in short supply. Vehicles and radios may be items where exchange is necessary because their need in civil disturbance control missions normally exceeds the TOE issue authority. Other items such as barricade and roadblock material, wirelines, switchboards, excess ammunition, and riot control agents and dispersers should be left by the outgoing unit. This exchange is based upon the

authority included in the relief order of the next higher commander, and should be accomplished with the use of proper accountability procedures.

(3) Necessary coordination should be made with civil police, fire departments, and other agencies operating in the area of operations. Reliefs within these departments should be conducted in such a manner that they do not conflict with the military relief. Joint control and support agreements should be coordinated by the incoming commander to insure maximum effectiveness.

(4) The relief order, which follows the standard operation order sequence, includes such items as the times for the relief to begin and end; the time or condition for exchanging responsibility for the operational area; routes to be used by the incoming and outgoing unit; civil authorities operating in the area; locations of critical facilities, barricades and roadblocks, patrol routes, guard posts, etc.; and the requirement of periodic reports to be submitted by subordinate leaders during the conduct of the relief.

*c. Conduct of Unit Relief.*

(1) Relief during civil disturbance control operations should be conducted during the least critical times. These times can be identified by close observation and proper interpretation of intelligence information. Consideration also should be given to priorities of relief to insure that forces employed at the most vulnerable facilities and in the most riot-prone area are completed first. The new relief may consist of more, or fewer, troops than are being relieved depending upon the situation.

(2) Commanders at each echelon should be present at the field command post of the outgoing unit to facilitate command and control. The execution of the relief takes place under the direction of the commander of the outgoing unit. He usually remains responsible for the area of operations until the majority of the relieving unit is in position and communications and control have been established by the incoming commander. The exchange of responsibility is agreed upon by the commander concerned and verified by receiving the concurrence of the next higher commander. If riotous activity occurs before the incoming commander assumes responsibility for the area, he as-

sists the outgoing commander with all means available.

*d. Individual Relief.* Provisions should be made for individual relief to cover injury, sickness, or any other circumstance. Relief procedures must provide personnel a means of communicating their needs and a method for relieving them

promptly. Emphasis must be placed on the importance of strict compliance with general and special orders to insure that individuals do not leave areas unguarded and that they pass on to the person that relieves them all instructions and information pertaining to the post. For details on individual responsibilities see FM 22-6.

## Section XI. TERMINATION

### 7-41. Termination Procedures

*a.* When the civil disorder has been suppressed, positive action should be taken to restore control to civil authorities. Restoration may be effectively accomplished by phases, i.e., activity by activity. Civil authorities resume responsibility for each activity as that activity is released by the military forces, e.g., protection and operation of public utilities may be turned back to the regularly operating agency, while other activities may be continued by military forces.

*b.* Patrol activities should be gradually reduced according to need. Equipment reduction should be phased in the same manner. Care should be taken to prevent the feeling that control is lifted, yet the community should be given to understand that the disturbance is over and the community is returning to normalcy.

*c.* If available, civil affairs personnel should become actively involved in the termination phase. The transfer of responsibility from military to civil authorities is a primary function of civil affairs personnel. Civil affairs units can also provide valuable assistance in cleanup operations.

*d.* Military forces are withdrawn from the objective area when directed by proper authority. Before withdrawal, military-issued regulations and restrictive measures made necessary by the emergency situation should be rescinded by the military commander.

### 7-42. After-Action Reports

An important part of termination procedures is the preparation and submission of an after-action report. The after-action report may be prepared in the degree of detail which the commander feels is appropriate, or in accordance with requirements, of higher headquarters. Contents of the report are not limited to the perspective of the preparing commander and his staff; he may include any con-

tributed material or lessons learned from subordinates or other sources which he considers of value.

### 7-43. Form of Report

*a.* There is no specific form prescribed for an after-action report. The following outline is provided for guidance, and may be modified as directed or desired.

(1) *Section 1—General and Administrative Data.* This section should contain a brief summary of the events that prompted the alert; the dates and places of the operation; the unit(s) alerted, their home stations and strengths; and other forces involved, both military and civilian.

(2) *Section 2—Operations; significant activities.* This section will be historical in nature.

(a) Cover in narrative form the significant organization activities of the reporting period. Place stress upon facts. Make clear the reasons governing decisions, what happened, where, when, why, and how. Describe in detail combat, combat support, or combat service support operations and field exercises which contribute a lesson learned or indicate a need for change in doctrine, organization, training, or equipment. Provide information concerning—the unit's mission; concept of operation; plans; details of execution; degree of success or failure, and reasons therefor. The narrative of execution should include changes in the concept and why changes were necessary. The results of joint exercises, of joint operations, and of support from another armed service should be stated.

(b) Effects of personnel and logistic support should be provided in sufficient detail to permit an evaluation. To assist evaluation, include data from unit records. Commanders maintaining consumption data are encouraged to report tonnages consumed for all classes of supply, identified by type unit and number of troops supported. Estimates should be so identified.

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(c) Tactical or technical improvisations or expedients successfully employed should be fully described. Report new methods, such as means for reducing friendly casualties from friendly weapons and fires, which are confirmed by operations.

(3) *Section 3—Lessons learned. Commanders' Observations, Evaluations and Recommendations.* This section should be composed of succinctly stated observations, evaluations, and recommendations. It provides the commander with the means of stating, for evaluation by Headquarters, Department of the Army, and by intermediate headquarters, any recommendations which he wishes to make on the basis of his experience or

that of his subordinates. Recommendations should be grouped under functional headings as follows:

- (a) Personnel.
- (b) Operations.
- (c) Training and organization.
- (d) Intelligence.
- (e) Logistics.
- (f) Others.

If no comments are forwarded, the word "NONE" will be placed after the title of the applicable heading.

b. Supporting documents, such as copies of directives, maps, overlays, sketches, combat interviews, or photographs should be included when such items are essential to the clarity of the report.

**PART THREE**  
**DISASTER RELIEF OPERATIONS**  
**CHAPTER 8**  
**GENERAL**

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**8-1. General**

Disaster conditions develop because of the uncontrolled action of floods, winds, earthquakes, and other natural phenomena. When these actions cause extreme human suffering, loss of life, and destruction of property, action must be taken to alleviate the conditions. Proper action, in anticipation of and preparation for disaster conditions and necessary relief action, will minimize the effects of a disaster.

**8-2. Responsibilities**

Various Federal and national agencies have responsibilities in assisting victims of disaster. Alleviation of disaster conditions is first of all the responsibility of the individual, of private industry, of State and local governments, of the American National Red Cross, of various Federal agencies having special statutory responsibilities, and finally of the Federal Military Forces. The Commanding General, U.S. Continental Army

Command, has full authority to approve or disapprove requests for military assistance made by a State Governor or a Member of Congress. This authority will not be delegated lower than CONUSAMDW Army Commanders (AR 500-60).

**8-3. Conditions Normally Existing When Federal Military Forces Are Committed**

Federal resources for disaster relief are utilized when local resources cannot cope with the situation. This includes mutual aid from civilian sources or agencies outside the disaster area. In the United States and its territories, it must appear that the scope of the disaster is such that it is beyond the means available to such States or territories, or that such means cannot be brought to bear in time to prevent starvation, extreme suffering, and/or loss of life before the Federal Government will give aid with its military forces.



## CHAPTER 9

## PLANNING AND TRAINING FOR DISASTER RELIEF OPERATIONS

## Section I. GENERAL

**9-1. Purpose and Extent of Planning**

Planning provides for automatic actions to be taken before, during, and after disasters. An army command preparing for disaster missions passes through two general phases—the planning and training phases; and the alert phase.

*a.* The planning and training phase encompasses all preparations that can be made prior to a disaster alert. This phase includes preparation of disaster relief plans and standing operating procedures to include preselection of installations for use as hospitals or relief centers, and instruction in disaster activities. For guidance in the preparation of a disaster relief plan, see FM 20-10 and FM 41-10. FM 101-5 provides guidance in the preparation of standing operating procedures.

*b.* The alert phase precedes actual aid or assistance in disaster relief and may be only a few hours or several days in duration. During this phase, commands and units are prepared and made ready to move. Relief supplies are prepared for shipment and responsible commanders prepare to implement the disaster relief plan.

**9-2. CONUSAMDW and Major Oversea Commands**

Plans for coping with disasters should be prepared and maintained by each CONUSAMDW army and major United States Army oversea command. The appropriate army should coordinate these plans with—

*a.* Commanding general of adjoining CONUSAMDW armies or major United States Army oversea commands.

*b.* Appropriate commanders of the United States Army Air Defense Command.

*c.* Commanders of class II and class III installations in the CONUSAMDW.

*d.* Corps of Engineers in those matters within its area of interest.

*e.* Appropriate United States Navy and United States Air Force commanders.

*f.* Appropriate Federal personnel of the Office of Emergency Planning and with State and local authorities concerned with natural disasters.

*g.* Appropriate civil defense officials.

*h.* Appropriate personnel in area offices of the American National Red Cross in CONUS or appropriate agencies in foreign areas.

**9-3. Planning and Coordinating by Subordinate Commands**

Military district, sector, area, or installation commanders should prepare local disaster relief plans based on disaster relief plans of CONUSAMDW armies or major oversea commands as appropriate. Plans at each level should be coordinated with adjacent commands.

**9-4. Disaster Relief Planning**

Disaster relief planning covers development of plans for guidance to commanders and units in disaster relief operations. The plans consider unit capabilities, personnel, and equipment and material available for disaster relief operations.

**9-5. Standing Operating Procedures**

Based on requirements outlined in disaster relief plans, command and unit standing operating procedures are prepared to cover the functions of units in disaster relief operations. Routine actions in effectively dealing with disaster conditions according to disaster relief plans, unit missions, and capabilities should be covered in detail in order to be a guide in training for disaster relief operations and for implementing disaster relief plans.

## Section II. INTELLIGENCE PLANNING

### 9-6. General

Intelligence planning for disaster relief operations makes provision for collecting information as to the probable location, nature, extent, and effects of a disaster in order to permit appropriate and effective planning to meet disaster conditions. Speed in collection of information following a disaster is vital and should be provided for in the plans. A focal point for planning and the collection of information following a disaster is the G5 in the CONUSAMDW area affected.

### 9-7. Elements of Information

The following are examples of information important in disaster relief planning:

- a. Probable location and nature of disaster.
- b. Probable extent of disaster conditions.
- c. Estimates as to—
  - (1) Duration of disaster conditions.
  - (2) Probable ability of local population, authorities, and organizations to meet the disaster conditions, to include local resources of aid material and personnel.
  - (3) Probable extent to which civil agencies are able to commit their resources.
  - (4) Number of persons needing aid.
  - (5) Type and duration of aid.
  - (6) Need for evacuation.
  - (7) Effects on law and order.

## Section III. LOGISTIC PLANNING

### 9-8. General

Planning is necessary to outline actions to be taken in determining materials, services, and transportation needed and available at the time of a disaster. Plans should furnish detailed guidance in procedures for reporting supplies on hand, requisitioning, documentation, local purchases, shipments, issue and turn in of property; determining and meeting transportation requirements; and determining and meeting service requirements. The amount of material that will be needed will be determined from intelligence information.

### 9-9. Supplies and Equipment

Army-owned supplies and equipment not immediately required in the execution of the primary mission may be made available for use in disaster relief operations. Normally, military supplies and equipment will be issued or loaned only when civilian resources are inadequate to cope with the particular disaster and then in the minimum quantities required by the situation. Military supplies and equipment will not be set aside, earmarked, assembled, or stockpiled for the purpose of being available for use in connection with disaster relief activities (AR 500-60).

### 9-10. Traffic Control

Traffic control plans are coordinated with State, municipal, and civil defense agencies to insure uninterrupted movement of essential personnel, sup-

plies, and equipment. Civil law enforcement agencies are responsible for traffic control as long as such agencies are able to function. When civil law enforcement agencies are unable to provide essential traffic control, the commander may exercise such control as necessary to insure essential movement.

### 9-11. Services

Services such as medical facilities, transportation, and sanitation are provided for during disasters by including in the plans information on the types and locations of services available in the area of responsibility of the command preparing the plans. Mutual support arrangements with adjacent commands and other Federal military services should be made.

### 9-12. Billeting Troops

In disaster operations, the units usually provide their own billets and command headquarters. Tentage is the most likely expedient for providing cover. Bivouac or billet sites are selected to provide accessibility to the scene of disaster, but they should be outside the affected area if possible. The availability of potable water is a serious consideration. Private or public buildings should not be requisitioned for troop use because of the probable requirement for accommodations for disaster victims. High ground for bivouacs or campsites is necessary especially during floods.



**Section IV. OPERATIONS PLANNING**

**9-13. General**

Disaster relief operations planning is done by each level of command to execute the plans of the next higher command. Each operational level of command has the responsibility for preparing plans for disaster relief operations within its area of responsibility. If available, the G5 exercises staff supervision over disaster relief operations planning (FM 41-10).

**9-14. Forces Available**

Plans of major commands should include guidance for the structure of provisional units and the makeup of disaster emergency teams. Designated units normally plan for the use of all forces available except for the minimum number of personnel required to maintain the internal security of the installation and such personnel restricted from the activity for other necessary reasons. Such planning permits the higher commands to determine their available forces.

**9-15. Organization of Disaster Relief Forces**

*a. Disaster Emergency Teams.* Personnel utilized should be organized into disaster emergency teams by making maximum use of personnel whose MOS are appropriate for team participation. The number and type of teams organized should reflect the capability of the installation according to the personnel strength and the equipment available. For information concerning capabilities of various organizations see FM 20-10.

*b. Emergency Troop Forces.* The organization adopted must be flexible, be adapted to the requirements of the disaster situation, and be as self-sustaining as feasible. Where possible, the main

elements should consist of established units in which control and teamwork have been developed. Provisional units should be organized into platoons and companies to provide the best cohesion of forces not regularly organized. Unit integrity is desirable and is needed particularly in the event disturbances develop within the disaster area.

**9-16. Emergency Military Police Control Team**

*a. Purpose.* The purpose of military police control teams is to advise civil authorities on matters related to the maintenance of law and order and to establish an emergency communications net in the disaster area.

*b. Composition.* The following personnel and equipment are guides for planning and should not be construed as limitations or requirements. Alterations or substitutions of personnel and equipment may be made as appropriate in organizing personnel for the accomplishment of specific missions, or more than one such team may be required.

(1) *Personnel.*

Job description	Officer	Enlisted men
Team commander.....	1	
Operations supervisor.....		1
Senior military policeman.....		4
	-	-
<b>Total</b> .....	<b>1</b>	<b>5</b>

(2) *Equipment.*

Item description	Quantity
Automobile, sedan, light*.....	2
Pistol, automatic, caliber .45.....	6
Radio set .....	2

\*Truck, utility, ¼ ton, 4x4, w/radio set may be substituted for automobile, sedan, light, w/radio set provided that radio equipment is compatible.

**Section V. TRAINING**

**9-17. General**

Appropriate commanders will prescribe the training programs of troops for disaster relief operations. These training programs will be based on the plans for disaster relief operations so that the plans may be put into operation with minimum delay after a disaster occurs. Federal and local

civilian training material on disaster relief operations may be used for additional guidance.

**9-18. Types of Training**

*a. Individual.* Plans for disaster relief operations call for troops to perform certain duties. These troops should be designated and should receive training in the particular duties that they

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are to perform. Each person should be trained so that he will know *what* he is to do and *how* to do it. Army Subject Schedule 19-11 may be used as a basis for this training.

b. *Unit Training.* After individual troops have been trained to perform the specific duties, the unit should be trained to function as a team. This includes assembling at designated locations with appropriate equipment and practicing the operations called for in the disaster relief plans.

## 9-19. Readiness Training

Troops must be ready at all times to assume their roles in disaster relief operations. In order to maintain a state of readiness, appropriate commanders should hold periodic rehearsals of the operations set forth in the disaster relief plans. Staff personnel should observe the operations to note any deficiencies to be corrected and to determine the degree of proficiency of the training.

## CHAPTER 10

### OPERATIONS IN DISASTER RELIEF

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#### Section I. GENERAL

#### 10-1. Mission of Troops in Disaster Relief Operations

The mission of troops in disaster relief is to provide emergency assistance in relief of civilians and in the restoration of essential public activities and facilities. Overruling demands of humanity compel immediate action to prevent or alleviate extreme human suffering and starvation. Military necessity compels the military forces to help restore the civilian economy disrupted by disaster, particularly during war, so that the military forces may continue to be supported in their primary mission by the civilian economy. Specific aid and assistance that Federal military forces may provide in disaster relief operations include medical supplies and equipment and emergency medical treatment; food, water, and shelter; rescue and firefighting services; police protection; route clearance and traffic control; prevention of panic; communications; and restoration of facilities. It must be remembered, however, that the legal authority for intervention by the military into the area of civil government for the purpose of enforcing law and order during disaster relief operations is exactly the same as that discussed for intervention in civil disturbances (ch. 3). Thus, the legal justification for control measures by the military during disaster relief operations must be found either in the principle of necessity or, if the facts warrant, in sections 331-333 of title 10, United States Code (para 3-1*b*, *c*, and *d*).

#### 10-2. Concept of Disaster Relief Operations

Disaster relief is not the primary mission of Federal military forces. When assistance is provided during disasters, it should be the minimum required to accomplish the mission, should be committed for the minimum length of time possible, and should interfere with training, mobilization,

and deployment as little as possible. Aid is given to the greatest extent possible through, and in support of, civil agencies and civilian organizations. Military forces help by carrying out assigned tasks as directed by competent authority or as necessary in emergency, but do not attempt to replace civil agencies or civilian organizations. Once committed, military resources remain responsive to military control.

#### 10-3. Initial Action

*a.* In the alert phase, the military commander or his representative in concert with the Director of the Office of Emergency Planning (OEP), or other appropriate representatives, evaluates reports of disaster conditions in the area of responsibility. The decision, whether to take immediate action or to await instruction from higher authority after making appropriate reports, depends on this initial evaluation. The responsibility for coordination of Federal disaster activities in domestic territory is that of OEP; primary coordination by military commanders and staffs is with OEP or representatives and State or local representatives.

*b.* Regardless of whether aid and assistance are given immediately or are delayed pending instructions from higher authority, staff and command effort should begin immediately to determine the extent and effects of disaster conditions. Evaluation of information of the disaster, capabilities of responsible civil agencies, and civilian resources permits a decision as to what effort is necessary on the part of Federal military forces. Federal military forces should not undertake any action that can be performed by other agencies. Action of Federal military forces is taken to support efforts of all other Federal agencies and the American National Red Cross as coordinated with OEP.

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**10-4. Intelligence Operations**

Essential information concerning disasters is usually less complicated and extensive in nature than information concerning disturbances, and is more easily obtained. Speed of collection, evaluation, and transmission of the information is vital to the mission of the commander. Usually, liaison with civil agencies, including OEP, will provide necessary and reliable information rapidly.

**10-5. Reconnaissance of a Disaster Area**

In a devastated area, it may be necessary to make an aerial reconnaissance to determine the extent of the disaster and to determine what military forces and operations will be necessary. Army aircraft are particularly valuable for making such a reconnaissance. Reconnaissance should not be delayed pending instructions to assist, but should proceed as soon as conditions permit following the development of disaster conditions.

**10-6. Establishment and Operation of Relief Centers**

*a.* Upon commitment, military forces may be assigned the mission to establish and to operate relief centers. These centers should be established near the area of greatest need; normally, heavily populated areas. From these centers, the needs of the less heavily populated, adjacent areas may be met by various ground delivery means or by air delivery if necessary. Relief centers should provide for the issue of relief supplies to appropriate civil agencies or civilian organizations, and for direct issue to disaster victims by military forces. The centers should be organized to provide control of the relief effort, such as mass feeding at fixed or mobile feeding stations, emergency medical treatment and evacuation to hospitals, emergency shelter, and evacuation to the extent required by the situation. Relief centers may also serve as area headquarters which provide all types of services.

*b.* Individuals injured, evacuated, lost, or otherwise missing or separated from relatives, acquaintances, or others having interest in their welfare should register or be registered by relatives, friends, or those having information concerning such individuals at the various relief centers. A central locator file should be established at the main relief center where this information is consolidated and filed to aid in locating persons. This system assists families or those persons with interest in reuniting or receiving knowledge of the whereabouts or disposition of relatives or close friends. The central office distributes lists of missing persons to all police and emergency stations.

**10-7. Restoration of Civil Authority**

*a.* The restoration of civil authority is necessary following disruption of civil agencies, particularly police, fire, and public health agencies. Civil agencies may lose effectiveness temporarily for several reasons, such as death, injury, or disorganization of agency personnel and loss of operating equipment or necessary supplies.

*b.* Usually in any large group of people, a number of persons will take advantage of a situation in which authority has been rendered noneffective. The agencies that exist to enforce civil authority, particularly the police, must immediately be replaced or augmented as necessary following development of disaster conditions, before lawlessness and disorder develop in the affected area.

*c.* Augmentation of police and other agencies of civil authority is provided as necessary. It is accomplished by assuming the degree of authority necessary in each situation, or by assuming responsibility for functions that representatives of civil agencies are incapable of performing. Military police do not work as individuals in support of civil police, but rather, operate as a unit assuming full responsibility for an activity, or a specified portion of an activity, such as traffic control or area patrolling.

**Section II. MILITARY POLICE MISSIONS****10-8. General**

Military police missions during disaster operations include—

*a.* Preservation of law and order.

*b.* Traffic control.

*c.* Circulation control and evacuation of civilians.

*d.* Operation of detention facility.

**10-9. Preservation of Law and Order**

The preservation of law and order following the development of disaster conditions can be a major problem. Military police must cope with the usual problems which are the prevention of looting, protection of property, prevention of panic, and the enforcement of restrictions on persons. Military police should report any indications of the development of civil disturbances so that steps can be taken to prevent any major incidents. In addition, military police teams may be used to provide guidance to other military units performing law and order functions.

*a. Key Facilities.* Military police may be used to protect key facilities and operating personnel. Among the most important facilities are waterworks, powerplants, and communication and transportation facilities.

*b. Patrols.* Patrols, and guards are detailed to protect areas where looting may occur. A list of facilities which may require protection should be prepared as a result of the initial conference of the commander and staff with local authorities and representatives of civil defense and relief organizations.

**10-10. Traffic Control**

*a. General.* The road net, the trafficability of roads, the traffic requirements, and civil police effectiveness determine the degree of military participation in traffic control. Controls may vary from a minimum disruption of normal civilian traffic to the barring from the road net of all traffic which is not directly concerned with disaster relief activities.

*b. Routing Traffic.* Successful traffic control in a disaster-stricken area requires detailed liaison between military and civilian authorities. The coordinating military officer is normally the senior military police officer present for disaster duty. As far as possible, civilian traffic which is barred from roads because of military disaster relief operations is afforded the best alternate routes. Restrictions and alternate routes are properly pub-

licized, and when appropriate, mobile public address systems may be used. Military police patrols enforce the regulations of the military commander, and adequate personnel are assigned to traffic bottlenecks. Bulldozers and wreckers should be available to clear routes.

*c. Rerouting Traffic.* If the rerouting of traffic in a disaster-stricken area is required, the following factors must be considered:

- (1) Weight of vehicles.
- (2) Bridge load capacity, where applicable.
- (3) Priorities established by the military commander.
- (4) Results of road reconnaissance.
- (5) Control points.
- (6) Maximum number of alternate routes.

**10-11. Circulation Control and Evacuation**

*a. Restrictions on Persons.* Restrictions in disaster-stricken areas should be applied as the need demands in the preservation of law and order. Such restrictions include curfews, movement restrictions, and pass systems. Circulation control provides for limiting the utilization of transport facilities, streets, and highways as necessary during the emergency.

*b. Evacuation.* Civil defense evacuation plans are guides for mass or selective evacuation from a disaster area. If the need develops for military police to assist in the evacuation, the civil defense plans for evacuation should be employed. Civil defense personnel, however, should be used to the fullest extent. When civil defense organizations are able to supervise the evacuation, the part played by military police will be to provide assistance by way of transportation control of traffic, and other measures as may be required. Evacuation may be accomplished by a voluntary exodus, an organized voluntary evacuation, or by compulsion.

**10-12. Detention Facility**

A detention facility may be established to hold offenders temporarily before their release to civil authorities, or to other military authorities as appropriate (para 7-9).

**Section III. TERMINATING DISASTER RELIEF OPERATIONS****10-13. General**

As civil authorities are restored, they resume responsibilities by total activity as the required ca-

pability is developed. The process of resumption may be accomplished by phases until all activities are resumed by civil authorities.

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#### **10-14. Discontinuing Disaster Relief Activities**

Upon completion of actions necessary in the relief of extreme human suffering during the emergency phase of disaster operations, the majority of military units may be relieved of their responsibilities for disaster relief activities. For each activity, i.e., rescue, emergency medical treatment, preservation of law and order, traffic control, and evacuation, in which Federal military forces have taken part, work is discontinued as soon as the necessary emergency assistance has been rendered. Relief work is ended activity by activity. Before the cessation of activities, consideration is given to the civilian agencies' abilities to resume operations or assume full responsibility without consequences detrimental to the need of disaster victims. Thus, in discontinuing disaster relief activities, it may be that traffic will continue to be controlled by military police, while patrols to en-

force law and order are conducted by civil police; or military police may control traffic on main highways, while civil police control it on secondary roads until civil police are able to assume all of the control activities.

#### **10-15. Withdrawal of Military Forces**

Upon completion of disaster relief operations, military forces are relieved of their responsibilities as rapidly as the situation permits. Military assistance in rehabilitation following a disaster is not authorized, except as directed by the OEP, or in support of emergency operations conducted by the Corps of Engineers as authorized by law (AR 500-60).

#### **10-16. After-Action Reports**

After-action reports are prepared and submitted upon completion of disaster relief operations (for guidance on report see para 7-42 and 7-43).

## APPENDIX A

## REFERENCES

**A-1. Army Regulations (AR)**

AR 10-7	United States Continental Army Command.
AR 40-3	Medical, Dental, and Veterinary Care.
AR 75-15	Responsibilities and Procedures for Explosive Ordnance Disposal.
AR 135-300	Mobilization of Army National Guard of the United States and Army Reserve Units.
AR 190-2	Installation Confinement Facilities.
AR 220-15	Journals and Journal Files.
AR 320-5	Dictionary of United States Army Terms.
AR 320-50	Authorized Abbreviations and Brevity Codes.
AR 360-5	Army Information General Policies.
AR 360-61	Army Information—Community Relations.
AR 360-81	Army Information Program—General Provisions.
AR 360-83	Public Information—Home Town News Release Program.
AR 380-5	Safeguarding Defense Information.
AR 385-63	Regulations for Firing Ammunition for Training, Target Practice and Combat.
AR 500-50	Civil Disturbances.
AR 500-60	Disaster Relief.
AR 500-70	Civil Defense.
AR 525-15	Operational Reports—Lessons Learned.
AR 600-20	Army Command Policy and Procedure.

AR 633-1

AR 633-5

Apprehension and Restraint. Prisoners—General Provisions.

**A-2. Field Manuals (FM)**

FM 3-8	Chemical Reference Handbook.
FM 3-10	Employment of Chemical and Biological Agents.
FM 3-50	Chemical Smoke Generator Units and Smoke Operations.
FM 19-1	Military Police Support, Army Divisions and Separate Brigades.
FM 19-2	Military Police Support in the Field Army.
FM 19-3	Military Police Support in the Communications Zone.
FM 19-5	The Military Policeman.
FM 19-20	Military Police Investigations.
FM 19-25	Military Police Traffic Control.
FM 19-30	Physical Security.
FM 19-40	Enemy Prisoners of War and Civilian Internees.
FM 19-60	Confinement of Military Prisoners.
FM 20-10	Military Support of Civil Defense.
FM 21-5	Military Training Management.
FM 21-6	Techniques of Military Instruction.
FM 21-11	First Aid for Soldiers.
FM 21-30	Military Symbols.
FM 21-40	Chemical, Biological, and Nuclear Defense.
FM 21-41	Soldier's Handbook for Defense Against Chemical and Biological Operations and Nuclear Warfare.

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- FM 21-48 Chemical, Biological, and Radiological (CBR) and Nuclear Defense Training Exercises.
- FM 21-60 Visual Signals.
- FM 21-150 Combatives.
- FM 22-5 Drill and Ceremonies.
- FM 22-6 Guard Duty.
- FM 22-100 Military Leadership.
- FM 23-5 U.S. Rifle, Caliber .30, M1, M3.
- FM 23-8 U.S. Rifle, 7.62-mm, M14 and M14E2.
- FM 23-9 Rifle 5.56-mm XM 16E1.
- FM 23-30 Grenades and Pyrotechnics.
- FM 23-31 40-mm Grenade Launcher, M79.
- FM 24-16 Signal Orders, Records and Reports.
- FM 24-18 Field Radio Techniques.
- FM 27-10 The Law of Land Warfare.
- FM 30-5 Combat Intelligence.
- FM 31-16 Counter guerrilla Operations.
- FM 31-22 U.S. Army Counterinsurgency Forces.
- FM 31-23 Stability Operations — U.S. Army Doctrine.
- FM 31-50 Combat in Fortified and Built-Up Areas.
- FM 33-5 Psychological Operations—Techniques, and Procedures.
- FM 41-5 Joint Manual for Civil Affairs.
- FM 41-10 Civil Affairs Operations.
- FM 100-5 Field Service Regulations—Operations.
- FM 100-10 Field Service Regulations—Administration.
- FM 101-5 Staff Officers' Field Manual: Staff Organization and Procedure.
- FM 101-10-1 Staff Officers' Field Manual: Organization, Technical and Logistical Data, Part I—Unclassified Data.
- FM 101-10-2 Staff Officers' Field Manual: Organizational, Technical and Logistical Data—Extracts of Organization and Equipment.

A-3. Technical Manuals (TM)

- TM 3-215 Military Chemistry and Chemical Agents.
- TM 3-220 Chemical, Biological, and Radiological (CBR) Decontamination.
- TM 3-240 Field Behavior of Chemical, Biological, and Radiological Agents.
- TM 3-1040-214-12 Operator and Organizational Maintenance: Disperser, Riot Control Agent, Portable, M3.
- TM 3-1040-214-20P Organizational Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Portable, M3.
- TM 3-1040-214-35 Field and Depot Maintenance: Disperser, Riot Control Agent, Portable, M3
- TM 3-1040-214-35P Field and Depot Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Portable, M3.
- TM 3-1040-220-12 Operator and Organizational Maintenance: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.
- TM 3-1040-220-20P Organizational Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.
- TM 3-1040-220-35 Field and Depot Maintenance Manual: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.
- TM 3-1040-220-35P Field and Depot Maintenance Repair Parts and Special Tool Lists: Disperser, Riot Control Agent, Helicopter or Vehicle Mounted, M5.



TM 3-1040-221-12	Operator and Organizational Maintenance Manual: Service Kit, Portable Flame Thrower-Riot Control Agent Disperser, M27.	DA Pam 310-1	Index of Administrative Publications.
TM 3-2805-200-12	Operator and Organizational Maintenance: Engine, Gasoline, 2-cylinder, 8.5 HP.	DA Pam 310-3	Index of Doctrinal, Training, and Organizational Publications.
TM 3-2805-200-20P	Organizational Repair Parts and Special Tool Lists: Engine, Gasoline, 2-cylinder 8.5 HP.	DA Pam 310-4	Index of Technical Manuals, Technical Bulletins, Supply Manuals (types 7, 8, and 9), Supply Bulletins, and Lubrication Orders.
TM 3-2805-200-35	Field and Depot Maintenance: Engine, Gasoline, 2-cylinder, 8.5 HP.	DA Pam 310-7	U.S. Army Equipment Index of Modification Work Orders.
TM 3-2805-200-35P	Repair Parts and Special Tool Lists: Engine, Gasoline, 2-Cylinder, 8.5 HP.	DA Pam 360-4	Basic Guidance.
TM 3-4240-202-15	Operator, Organizational, DS, GS and Depot Maintenance: Mask, Protective, Field, M17.	DA Pam 360-81	To Insure Domestic Tranquillity.
TM 8-285	Treatment of Chemical Agent Casualties.	DA Pam 360-208	You and Your Community.
TM 9-1330-200	Grenades, Hand and Rifle.	DA Pam 360-300	Theirs to Reason Why.
TM 9-1900	Ammunition, General.	DA Pam 360-524	Your Personal Affairs.
TM 57-210	Air Movement of Troops and Equipment.		
TM 750-5-15	Chemical Weapons and Defense Equipment.		

**A-4. Training Circulars (TC)**

TC 3-16	Employment of Riot Control Agents, Flame, Smoke, and Herbicides in Counterguerilla Operations.
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**A-5. Department of the Army Pamphlets (DA Pam)**

DA Pam 27-11	Military Assistance to Civil Authorities.
DA Pam 108-1	Index of Army Films, Transparencies, GTA, Charts and Recordings.

**A-6. Training Films (TF)**

TF 3-3133	Use of CS in Training.
TF 7-3201	Grenades and Grenade Launchers.
TF 19-1701	Support in Emergencies—Riot Control.
TF 19-3149	Introduction to Disaster Planning.
TF 19-3331	Planning for Riot Control.
TF 19-3545	Riot Control Techniques—Operations.
TF 19-3799	Riot Control Formations.
TF 19-3836	Riot Control Munitions: Part I—Use and Employment of Grenades.

**A-7. Others**

- Manual for Courts-Martial, United States, 1968.
- Prevention and Control of Mobs and Riots, Federal Bureau of Investigation, April 3, 1967.
- Army Subject Schedule 19-6, Control of Civil Disturbances.
- Army Subject Schedule 19-11, Military Police Emergency Operations.
- GTA 21-2-7 Special Orders for Civil Disturbances.



## APPENDIX B

### RIOT CONTROL FORMATIONS

#### Section I. GENERAL

#### **B-1. Types of Riot Control Formations and Their Uses**

##### *a. Line.*

(1) As an offensive formation, the line is used to push or drive crowds straight back or across an open area or up a city street.

(2) As a defensive formation, the line is used to hold the riotous group or deny access to restricted streets or areas.

*b. Echelon, Right or Left.* An offensive formation used to turn groups in either open or built-up areas.

*c. Wedge.* As an offensive formation, the wedge is used to penetrate and split crowds.

##### *d. Diamond.*

(1) As an offensive formation, the diamond is used to enter a crowd.

(2) As a defensive formation, the diamond is used when all-round security is required.

#### **B-2. Normal Preliminary Procedure**

To use the show of force to the greatest advantage troops should make a surprise, formidable appearance, using the following procedures:

*a.* When arriving by truck, troops should dismount and assemble at a point beyond the sight of the crowd but as near as practicable to save time and conserve troop energy, and yet far enough to insure security.

*b.* When using helicopters as a method of transporting troops to the scene of the riot or disorder, the psychological impact of their use should not be overlooked. Where feasible, troops should dismount from the helicopter in sight of the crowd but far enough away to preclude damage to the aircraft by thrown objects. Normally the first echelon to dismount from the aircraft acts as a security element for the landing area.

*c.* The troops fix bayonets on order. At this

time selected leaders and marksmen only should load their weapons. Orders to lock and load weapons should be issued to the remaining troops only when a clear and evident case of necessity exists.

*d.* The unit marches in column formation a reasonably safe distance from the mob and within plain view of it.

*e.* The unit halts and remains in formation. The troops hold their weapons at safe port while the commander delivers the proclamation. Following the proclamation, the commander informs the participants that they have a specific time in which to comply with the order to disperse.

*f.* If the participants fail to disperse within the given time, the commander then employs measures necessary to disperse the crowd.

#### **B-3. Special Preliminary Procedure**

If rioters are known to be well-armed and intelligence reports indicate that they intend to open fire as soon as troops appear, the commander may not make a show of force, but may launch a riot control agent attack from covered or concealed positions.

#### **B-4. Weapons Used in Formations**

*a. Rifle.* The rifle with bayonet is the most practical weapon for general use by troops in riot control formations.

*b. Shotgun.* One shotgun, riot type, should be issued to each squad and should be carried by the squad leader or his designated representative. It is used to cover breaches in a formation until supporting troops can be committed and to fire at selected targets when a short range weapon is advisable.

*c. Sniper Rifle.* When available, each platoon should have one sniper rifle which is carried by a selected marksman to fire at specific targets as

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directed by the platoon leader or company commander.

*d. Hand Weapons.* Hand weapons may be carried by commanders, drivers, grenadiers, members of crew-served weapons, and other personnel when it is impractical to carry rifles. They are used primarily as defensive weapons.

*e. Portable Dispersers.* Normally, each platoon may have one portable riot control agent disperser which may be carried by a member of the platoon headquarters. The disperser can be used singly or in battery as directed by the platoon leader or company commander.

*f. M79 Grenade Launcher.* The M79 grenade launcher firing the 40mm CS cartridge is used to engage selected point or small area targets at more extended ranges up to 200-400 meters. Within short ranges, the bursting or burning type grenades are normally used.

*g. Machine Guns.* Machine guns normally are not employed against rioters. Those not larger than .30 cal. may be mounted on selected vehicles in formation for their psychological effect and for availability should the situation deteriorate to the point where their use would be authorized.

*h. Riot Control Agents and Smoke.* For a detailed discussion of riot control agents and smoke and their employment, see appendix C.

**B-5. Position for Carrying Weapons**

At the discretion of the unit commander, the troops may carry their weapons in any of the positions prescribed by FM 22-5. (The positions for safe port and safe guard (*a* and *b*, below) are for riot control formations and are intended to be slightly different from the combat positions of high port and short guard as illustrated in FM 21-150. However, the on guard position is intended to be the same as illustrated in FM 21-150.) The descriptions and illustrations given below pertain to the M1 rifle, but the M14 rifle and the M16 rifle are equally suited by modifying the hand grasps where necessary. The following positions are used as indicated:

*a. Safe Port.*

(1) *Command.* SAFE PORT (one count).

(2) *Position* (fig. B-1).

(a) Right hand grasps the small of the stock with the right forefinger to the rear of the trigger guard.

(b) Left hand grasps the weapon just be-

low and touching the upper sling swivel, hand around the sling, sling facing out.

(c) Upper left arm is parallel to the ground, and forearm is as perpendicular to the ground as body conformation permits.

(d) Elbows are held as close to the body as body conformation permits.

(e) Heel of the rifle butt is held slightly to the right of the waist belt buckle.

(f) Weapon is held just diagonally enough across the body to permit the individual to look straight to the front over the right side of the stock.

(3) *Use.*

(a) The safe port position is extremely useful in making a show of force before rioters. In



Figure B-1. Safe port.

this elevated position bayonets can be seen by the participants in the rear of the group giving an impression of a large number of troops and of the troops' power.

(b) Troops move into and assemble from all riot control formations with weapons in the safe port position. The command SAFE PORT (although more easily executed from the position of the port arms, it may be executed from any other position) is given while the troops are in column prior to execution of any riot control formation. Troops will automatically assume safe port position before reassembly from a riot control formation.

(c) Commanders should use the safe port position to impress rioters. However, troops should not be required to maintain the position for extended periods of time as it is very tiring.

*b. Safe Guard.*

(1) *Command.* SAFE GUARD (one count).

(2) *Position* (fig. B-2).

(a) Right hand grasps the small of the stock, holding weapon waist high, positioned so that the small of the stock is against the right hip; butt of the stock extends to the rear of the buttocks.

(b) Left hand grasps the stock just to the rear of the upper sling swivel; hand is around the sling; sling is facing down; left arm is slightly bent.

(c) Bayonet is raised to throat level.

(d) When at the halt, the feet are together as in the position of attention.

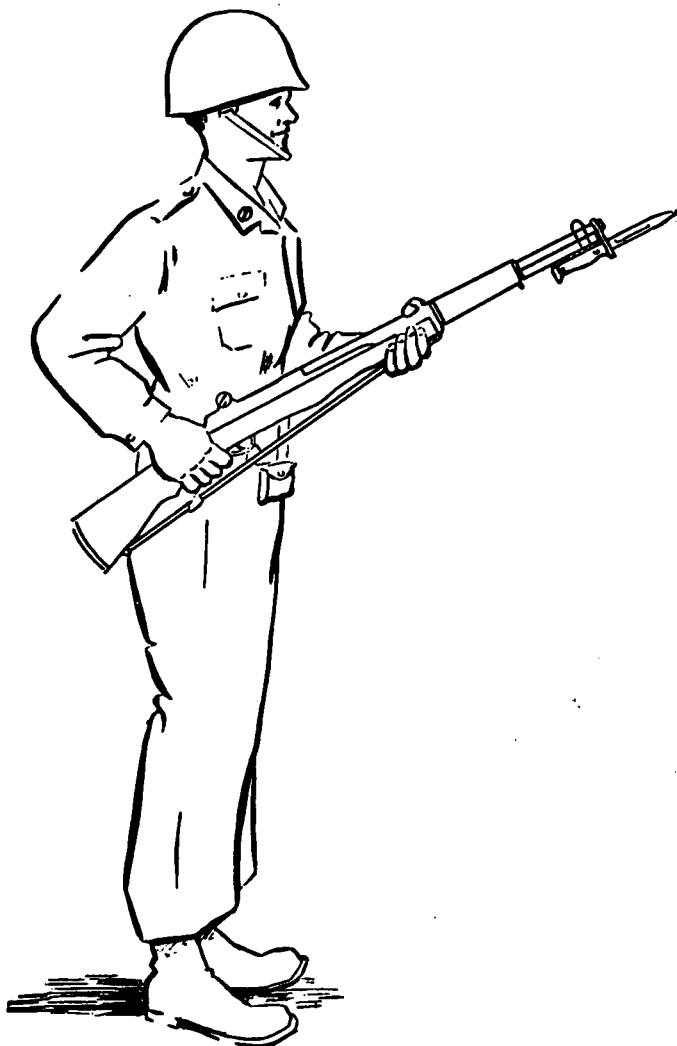
(3) *Use.* The safe guard position is one of semireadiness. It is less tiring than the on guard position and should be used to rest troops when circumstances permit. For example, as troops advance, they should maintain the safe guard position until just before contact is made or resistance is expected and then should be ordered to the on guard position. The safe guard position can also be used when troops are pursuing a crowd withdrawing without resistance.

*c. On Guard.*

(1) *Command.* ON GUARD (one count).

(2) *Position* (fig. B-3).

(a) Right hand grasps the weapon at the small of the stock to the rear of the trigger guard; the under and inner part of the forearm against



*Figure B-2. Safe guard.*

the top of the stock; the base of the butt pressed snugly against the side of the right hip.

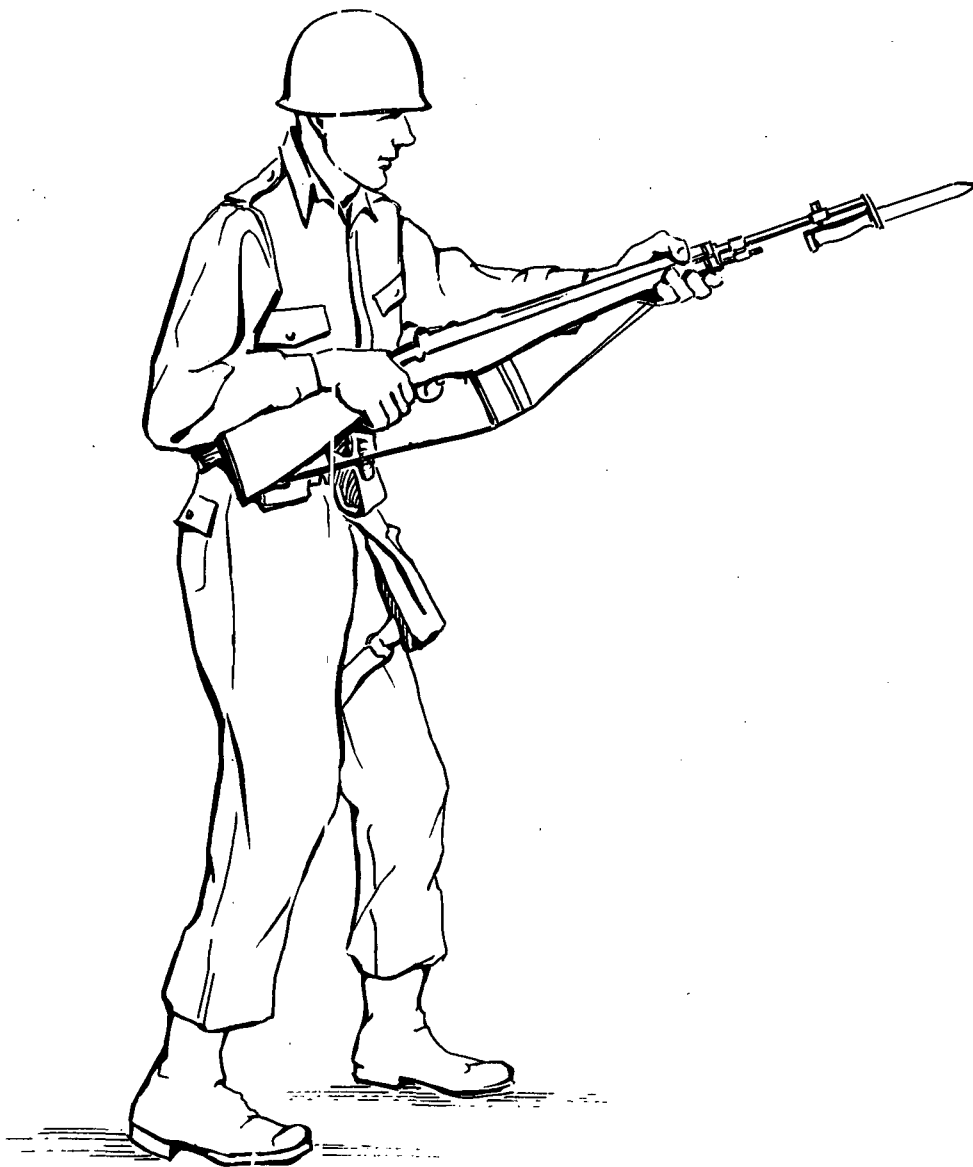
(b) Left hand grasps the hand guard at the most comfortable point forward of the balance point; left arm is slightly bent.

(c) Bayonet is raised to throat level.

(d) When at the halt, the feet are comfortably apart; toes pointed at rioter; knees slightly bent; body leaning slightly forward; and the hips level.

(3) *Use.*

(a) On guard is a position of complete readiness and should be used whenever troops are in contact with a group which is showing any kind of resistance or hesitance to withdraw.



*Figure B-3. On guard.*

(b) It is a tiring position to maintain for extended periods of time. Troop commanders should rest troops at every opportunity by using less tiring positions.

#### **B-6. Unit Organization for Riot Control Formations**

The formations covered in this chapter (12-man squad, 4 squad platoon, 3 squad platoon, 3 platoon company with 4 squad platoons) are for illustration only and not intended to require unit reorganization. For example, a 10-man squad is easily

adapted to the illustrations shown in figures B-6 through B-27 and also in figure B-38 by deletion of appropriate squad members and by repositioning designated leaders accordingly. Any size squad, platoon, or larger unit can be employed and riot control formations adapted to fit unit organization.

#### **B-7. Commands**

##### *a. Oral Commands.*

(1) The commands, SAFE PORT, SAFE GUARD, and ON GUARD are given in one count.

(2) All other commands are given in two

counts, with a preparatory command followed by a command of execution.

b. *Hand Signals.* When necessary, hand signals should be used by commanders in conjunction with oral commands. Hand signals for riot control formations may be given as follows:

(1) *Line.* Raise both arms to the side until horizontal, arms and hands extended, palms down.

(2) *Echelon right (left).* Extend one arm 45° above and the other 45° below the horizontal, palm to the front. The lower arm indicates the direction of echelon when facing away from the formation.

(3) *Wedge.* Extend both arms downward and to the sides at an angle approximately 45° below the horizontal, palms to the front.

(4) *Diamond.* Extend both arms above the head, elbows bent slightly and fingertips touching.

**B-8. Cadence**

a. The normal cadence for movement into and assembly from all riot control formations is double time (180 steps per minute).

b. The normal cadence for movement of troops while in any riot control formation is at quick time (120 steps per minute). While in the on guard position, the cadence is approximately 60 steps per minute. For psychological effect, an on guard step may be executed by accentuating each step on the left foot with a resounding stamp.

c. Cadence may be increased or decreased at the discretion of the unit commander to meet varying situations.

d. A unit may be ordered into or assembled from riot control formations from the halt or while marching. As each man reaches his proper position, he automatically faces in the direction of the unit's intended advance and comes to a halt. He remains at the halt in the safe port position and awaits further orders.

**B-9. Position of Commander and Leaders**

a. When in column, the commander at each echelon normally assumes his position at the head of the column.

b. When in riot control formations, squad leaders and their assistants, platoon leaders and their assistants, and company commanders take positions in the rear of the assault elements of their respective units where they can best direct and

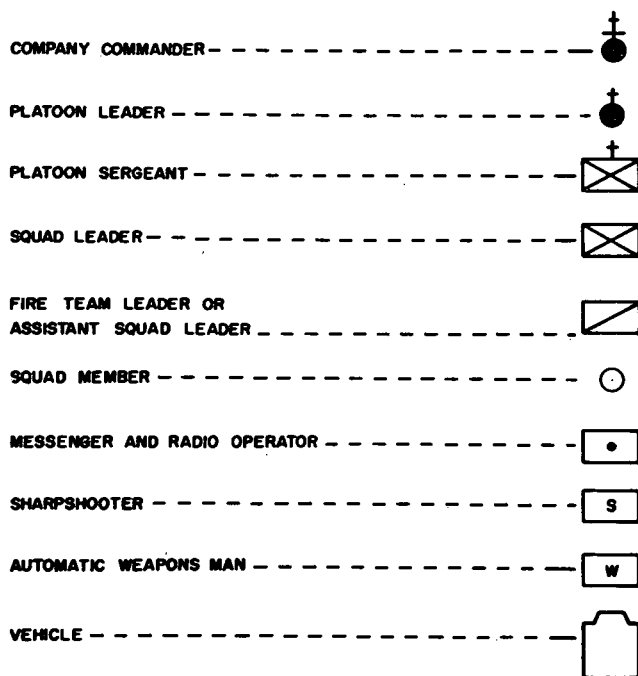


Figure B-4. Key to symbols used in illustrations of riot control formations.

control their units. In the illustrations of riot control formations, the platoon and squad leaders are not shown uniformly in order to illustrate the flexibility of their positions behind the formations. For symbols used in this manual only concerning riot control formations, see figure B-4.

c. When in column, messengers (radio operators), sharpshooters, automatic weapons men, and other members of platoon headquarters normally take positions at the front of the column.

d. When a unit is in a riot control formation, headquarters personnel at the discretion of the unit commander are positioned near the commander. If the situation precludes this, they may be positioned behind the assault element.

**B-10. Interval and Distance**

a. Interval is the lateral space between elements and distance is the space between elements in column. The normal interval and distance between men in riot control formations are one pace (30 inches) as indicated in figure B-5.

b. The interval and distance may be adjusted to meet particular situations.

c. In any echelon formation with normal interval and distance, the angle made by the formation and the route of advance will be approximately

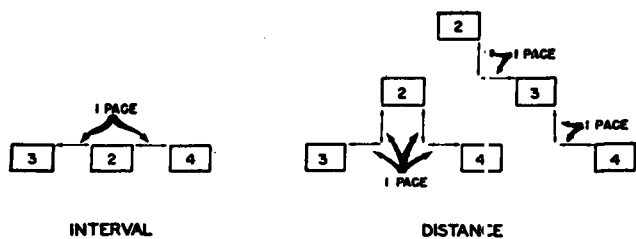


Figure B-5. Interval and distance.

45°. The angle formed by the two wings of any wedge formation will be approximately 90° when normal interval and distance are used.

**B-11. Masking Procedures**

When it is necessary to use riot control munitions to disperse an unruly mob or when intelligence indicators point to mob use of chemicals, protective masks will have to be worn. A key consideration in this regard is not to break forma-

tions while troops are masking. Consistent with the security of the troops, any of the following methods may be employed:

- a. Every other man drops back one or two paces, dons his mask, then resumes his place in the formation. The other half of the formation then performs the same act.
- b. Remaining in formation, troops in every other squad put on their masks. Then remaining troops don their masks.
- c. If there is sufficient space between troops and a crowd, all men may don their masks at the same time.
- d. Reserve units put on masks and replace units in the line. This act is repeated until all troops are masked and a new reserve is constituted.
- e. When chemicals have been used by rioters, or early use of riot control agents is anticipated by the troop commander, troops may be ordered to mask prior to commitment.

**Section II. SQUAD FORMATIONS**

**B-12. General**

When executing squad riot control formations from the column, the squad leader takes one or more steps to the right and faces his squad. As he gives his preparatory command, he points to the location at which he desires the formation to be formed. If he does not point, the squad forms on the position of the number 2 man (base man) of the squad.

**B-13. Squad Line**

a. *Command.* SQUAD AS SKIRMISHERS, MOVE.

b. *Execution.*

(1) At the command of execution, the base man advances to the position designated by the squad leader. The even-numbered men aline themselves in sequence on line with the base man, one pace to the right of each preceding man. The odd-numbered men aline themselves in sequence on line with the base man, one pace to the left of each preceding man (fig. B-6).

(2) If the commander desires and the situation requires, he may designate a specified number of paces between men in the formation by so indicating in his preparatory command. For example, SQUAD AS SKIRMISHERS, TWO

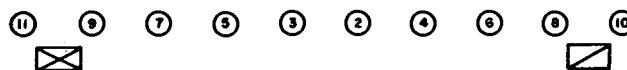


Figure B-6. Squad line.

PACES, MOVE. If no interval is specified in the command, the unit will automatically assume a one-pace interval.

**B-14. Squad Echelon Right (left)**

a. *Command.* SQUAD ECHELON RIGHT (LEFT), MOVE.

b. *Execution.* At the command of execution, the base man advances to the position designated by the squad leader. The men aline themselves in sequence on the base man, one pace to the right (left) and one pace to the rear of each preceding man (fig. B-7).

**B-15. Squad Wedge**

a. *Command.* SQUAD WEDGE, MOVE.

b. *Execution.* At the command of execution, the base man advances to the position designated by the squad leader. Even-numbered men aline themselves in sequence on the base man, one pace to the right and one pace to the rear of each preceding man. Odd-numbered men aline themselves in sequence on the base man, one pace to the left and



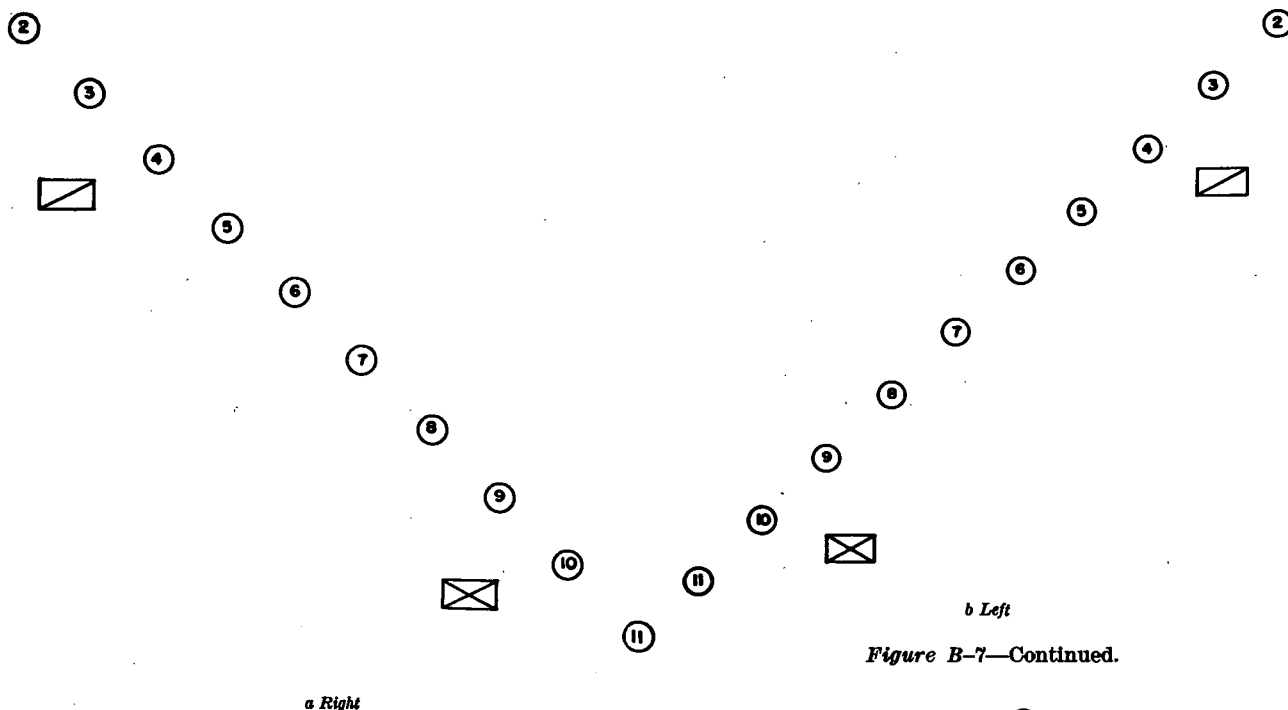


Figure B-7. Squad echelon.

one pace to the rear of each preceding man (fig. B-8).

### B-16. Assembling a Squad

*a. Command.* SQUAD ASSEMBLE, MOVE.

*b. Execution.* The squad leader moves to the front of his squad. As he gives his preparatory command, he points to the location at which he desires the squad to assemble. If he does not point, the squad forms on the position of the base man. At the command of execution, the base man advances to the position designated by the squad leader. The other men form the column in proper

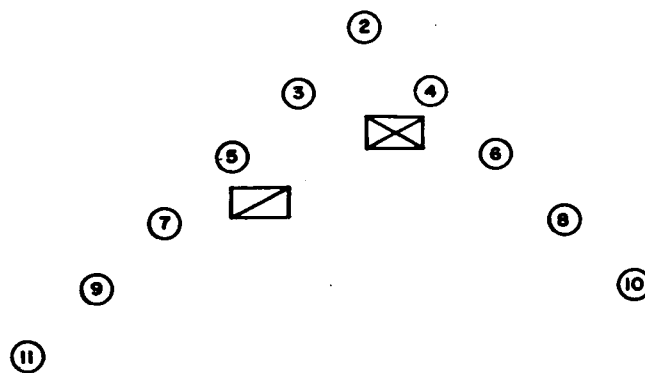


Figure B-8. Squad wedge.

sequence behind the base man. The squad leader then takes his position at the head of the column.

## Section III. PLATOON FORMATIONS (4-SQUAD)

### B-17. General

*a.* Platoon headquarters should consist of the following five persons: (for their positions in riot control formations, see fig. B-9).

- (1) Platoon leader.
- (2) Platoon sergeant.
- (3) Selected marksman.
- (4) Automatic weapons man.
- (5) Messenger (radio operator).

*b.* When directed by the platoon leader, other

persons such as operators of portable riot control agent dispersers and fire-fighting apparatus may augment or become a part of the platoon headquarters.

*c.* In forming all riot control formations from the column, the platoon leader moves out to the right or left front of his platoon and faces it when giving his commands. As he gives his preparatory command, he points to the approximate location at which he desires the platoon to form. If he does not point, the formation is formed immediately

in front of the column. The platoon leader should pause between his preparatory command and command of execution to permit each squad leader to issue a preparatory command to his squad.

**B-18. Platoon Line**

*a. Command.* PLATOON AS SKIRMISHERS, MOVE.

*b. Execution.* Immediately following the platoon leader's preparatory command, the squad leaders command FOLLOW ME. At the platoon leader's command of execution, the 2d and 3d squads move to the front and spread out. At the same time, the 1st and 4th squads move forward to their left and right flanks, respectively. The squad leader of the 2d squad establishes a squad line at the position indicated by the platoon leader. The squad leaders of the 1st, 3d, and 4th squads establish squad lines individually and close and dress on the 2d or base squad (fig. B-9).

**B-19. Platoon Line With Two Support Squads**

*a. General Support.* Whenever the command for establishing a riot control formation contains the phrase, IN SUPPORT, without modification, it means that the support element is to remain in general support.

(1) *Command.* PLATOON AS SKIRMISHERS, 2d AND 3d SQUADS IN SUPPORT, MOVE.

(2) *Execution.* The 1st and 4th squads execute the line, while the 2d and 3d squads remain in the column; number 2 man of the 4th squad is the base man of the formation (fig. B-10).

*b. Lateral Support.*

(1) *Command.* PLATOON AS SKIRMISHERS, 2d AND 3d SQUADS IN LATERAL SUPPORT, MOVE.

(2) *Execution.*

(a) The 1st and 4th squads execute the line

as before, while the 2d and 3d squads stand fast. After the line has been formed by the 1st and 4th squads, the squad leaders of the 2d and 3d squads command LEFT FLANK and RIGHT FLANK, respectively. At the command of execution, MOVE, the 2d and 3d squads move out to their flanks, close in on the ends of the line already formed and face in the direction of the platoon's advance (fig. B-11).

(b) Similarly, the 2d and 3d squads may be committed from general to lateral support at any time by the platoon leader. He commands 2d AND 3d SQUADS, LATERAL SUPPORT, MOVE.

(c) To have the 2d and 3d squads join the line from either general or lateral support, the platoon leader commands 2d and 3d SQUADS, EXTEND THE LINE, MOVE. The 2d and 3d squad leaders command SQUAD AS SKIRMISHERS, and point to locations for number 2 men. On command, MOVE, the squads establish individual lines closing and dressing on existing line.

*c. Close Support.*

(1) *Command.* PLATOON AS SKIRMISHERS, 2d AND 3d SQUADS IN CLOSE SUPPORT, MOVE.

(2) *Execution.* The 1st and 4th squads execute a line as before. The 2d and 3d squads execute a similar line in the rear of the leading line and close in on the leading line. The men in the supporting line cover the intervals between men in the leading line (fig. B-12). To accomplish this, the squad leaders of the 2d and 3d squad command STAND FAST. After the 1st and 4th squads are in position, the 2d and 3d squads form lines as indicated.

*d. Assembling the Support Squads.* To assemble the support squads from any position to general support, the platoon leader commands 2d

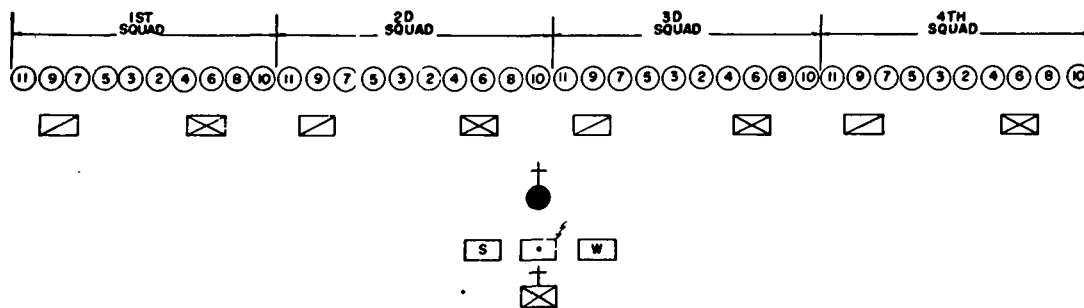


Figure B-9. Platoon line.

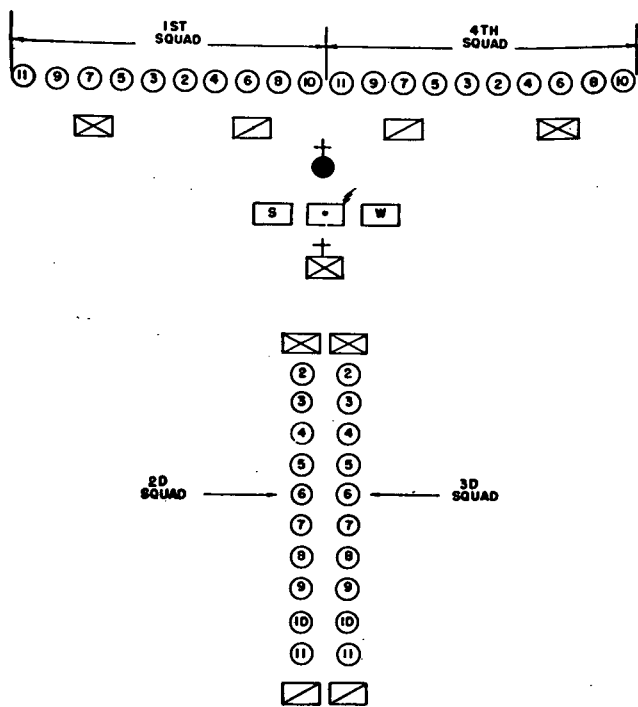


Figure B-10. Platoon line with two squads in general support.

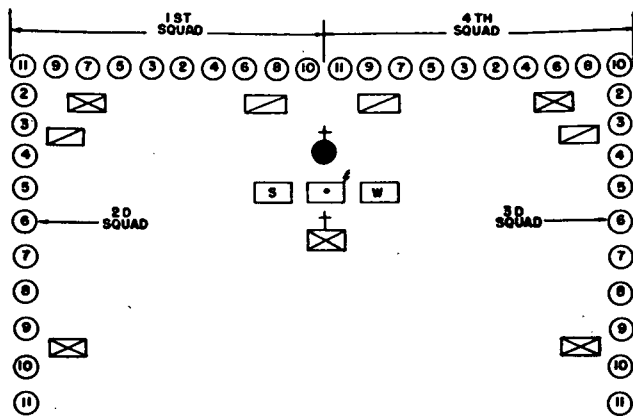


Figure B-11. Platoon line with two squads in lateral support.

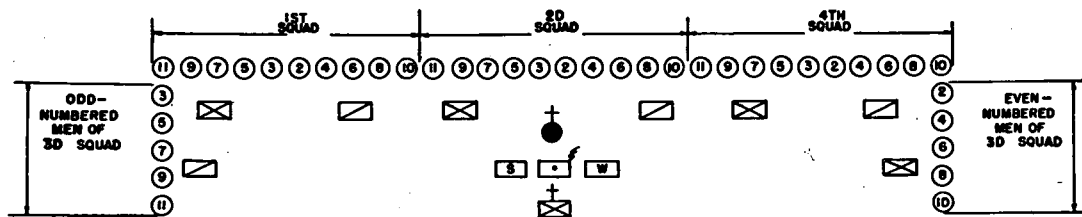


Figure B-13. Platoon line with one squad in lateral support.

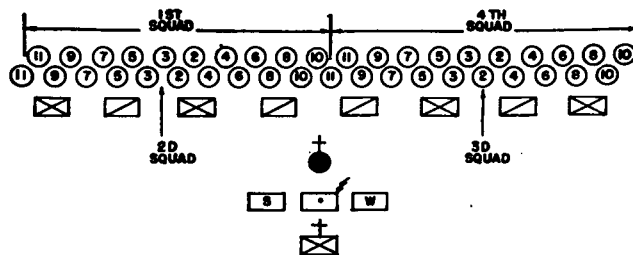


Figure B-12. Platoon line with two squads in close support.

AND 3d SQUADS, ASSEMBLE, MOVE. The 2d and 3d squads then return to the column in rear of the line formed by the other two squads.

### B-20. Platoon Line With One Support Squad

a. *Command.* PLATOON AS SKIRMISHERS, 3d SQUAD IN SUPPORT, MOVE.

b. *Execution.* The 2d squad moves out and executes a squad line. The 1st and 4th squads form lines on the 2d squad to left and right, respectively. The 3d squad remains in the column.

c. *Use of Support Squad.* The support squad may be used in lateral support on one or both sides of the formation, or as close support to any segment of the formation (fig. B-13).

### B-21. Platoon Echelon Right

a. *Command.* PLATOON ECHELON RIGHT, MOVE.

b. *Execution.* Immediately following the platoon leader's preparatory command, the squad leader of the 1st squad commands FOLLOW ME. The squad leaders of the 2d, 3d, and 4th squads command STAND FAST. At the command of execution, the 1st squad moves out and executes an echelon right at the location designated by the platoon leader. As each squad clears the column, the next successive squad moves out individually and extends the echelon already formed by the preceding squad(s) (fig. B-14).

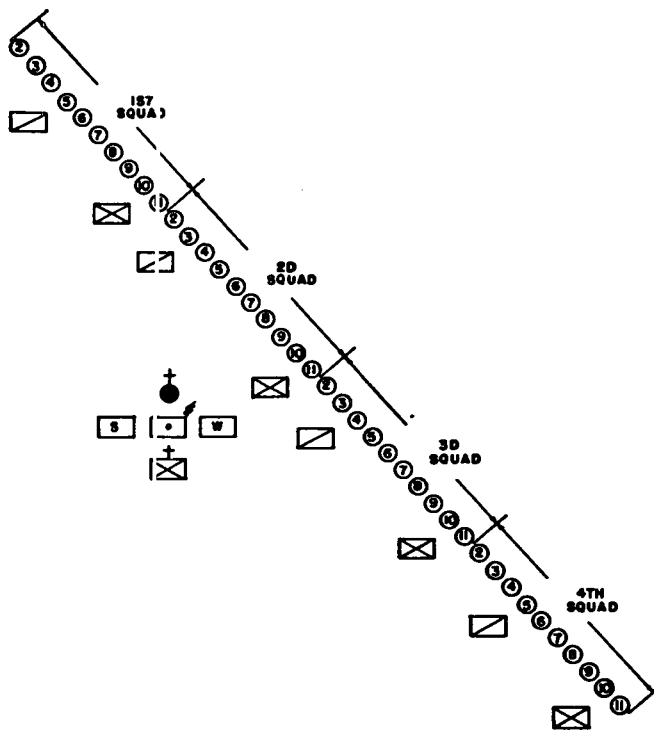


Figure B-14. Platoon echelon right.

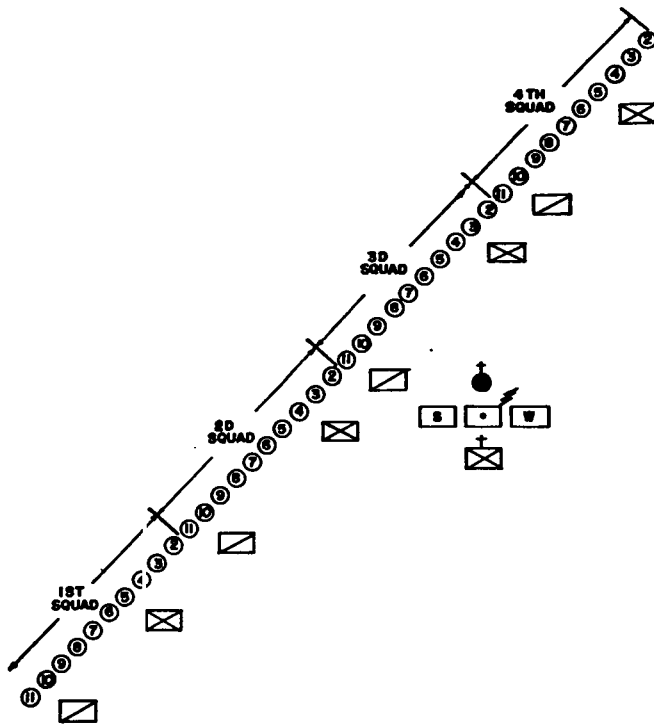


Figure B-15. Platoon echelon left.

**B-22. Platoon Echelon Left**

*a. Command.* PLATOON ECHELON LEFT, MOVE.

*b. Execution.* The platoon echelon left is formed in the same manner as the echelon right except in inverse order. The 4th squad is the base squad and the remaining squads extend the echelon in inverse sequence (fig. B-15).

**B-23. Platoon Echelon With Support**

The 2d and 3d squads are used in general, lateral, and close support with the echelon right and left in the same manner as with the line (figs. B-16 through B-19).

**B-24. Platoon Wedge**

*a. Command.* PLATOON WEDGE, MOVE.

*b. Execution.* Immediately following the platoon leader's preparatory command, the squad leaders of the 1st and 4th squads command FOLLOW ME. At the same time, the squad leaders of the 2d and 3d squads command STAND FAST. On the platoon leader's command of execution, the 1st and 4th squads move directly to the front. When the last men of the 1st and 4th squads have cleared the front of the 2d and 3d squads, the squad leaders of the 1st and 4th squads command SQUAD ECHELON LEFT, MOVE, and SQUAD ECHELON RIGHT, MOVE, respectively. The number 2 man of the 4th squad is the

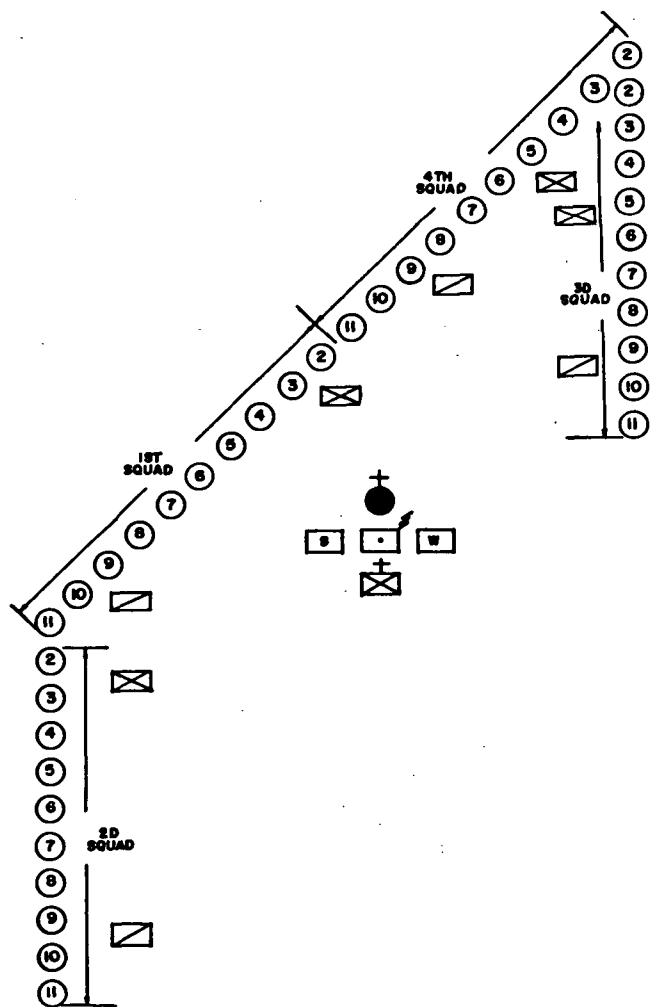


Figure B-16. Platoon echelon left with two squads in lateral support.

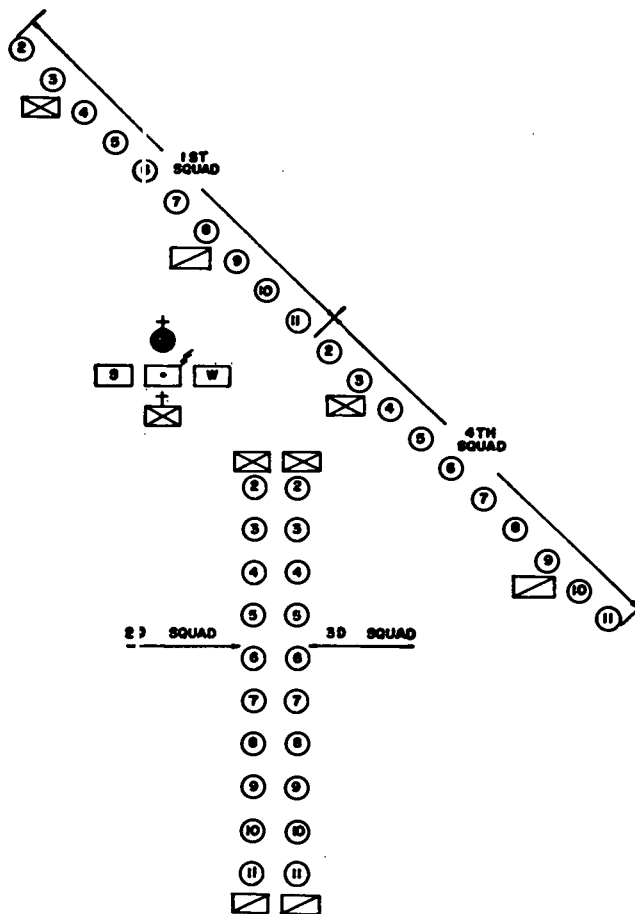


Figure B-17. Platoon echelon right with two squads in general support.

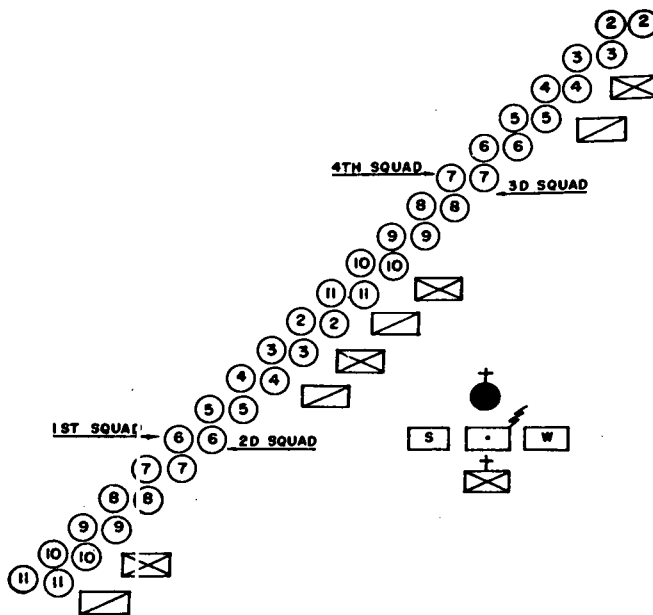


Figure B-18. Platoon echelon left with two squads in close support.

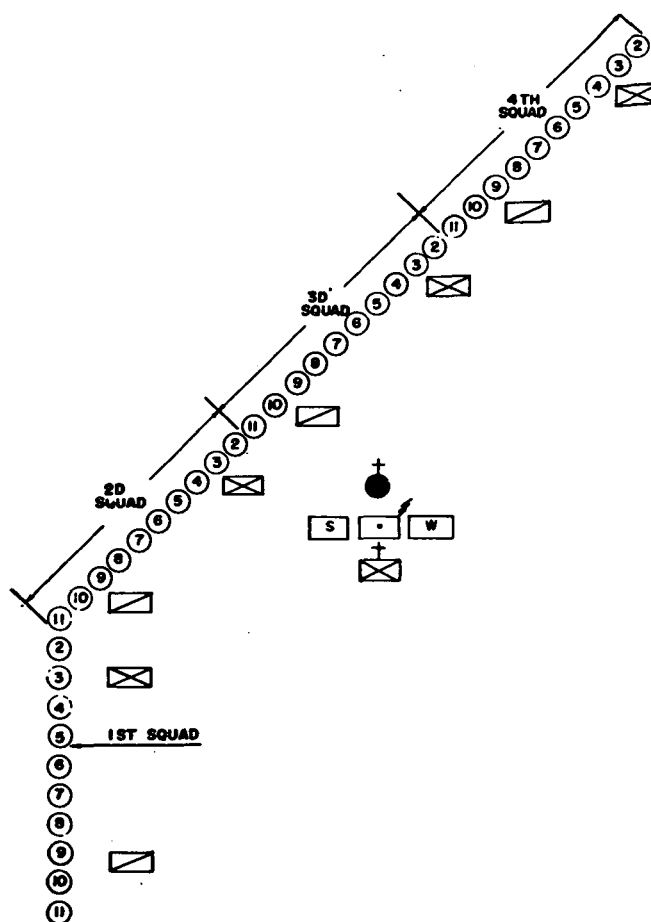


Figure B-19. Platoon echelon left with one squad in lateral support to the left.

base man for the formation; the 4th squad executes an echelon right. The 1st squad executes an echelon left on the base man. When these movements are completed, the squad leaders of the 2d and 3d squads command SQUAD ECHELON LEFT, MOVE and SQUAD ECHELON RIGHT, MOVE, respectively, pointing to the rear elements of the wedge formed by the 1st and 4th squads. On the commands of execution, the 2d and 3d squads move out and complete the formation (fig. B-20).

**B-25. Platoon Wedge With Two Support Squads**

*a. General Support.*

(1) *Command.* PLATOON WEDGE, 2d AND 3d SQUADS IN SUPPORT, MOVE.

(2) *Execution.* The 1st and 4th squads execute the wedge as explained in paragraph 25,

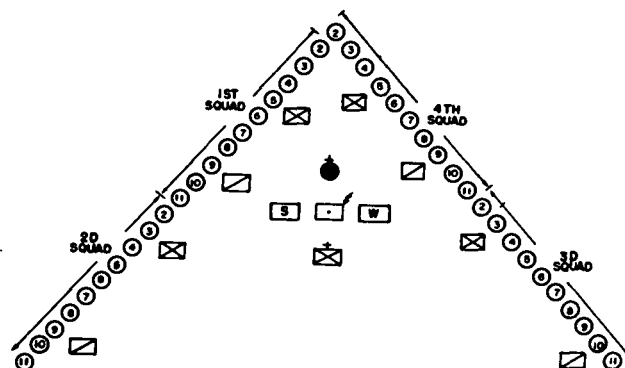


Figure B-20. Platoon wedge.

while the 2d and 3d squads remain in the column (fig. B-21).

*b. Lateral Support.*

(1) *Command.* PLATOON WEDGE, 2d

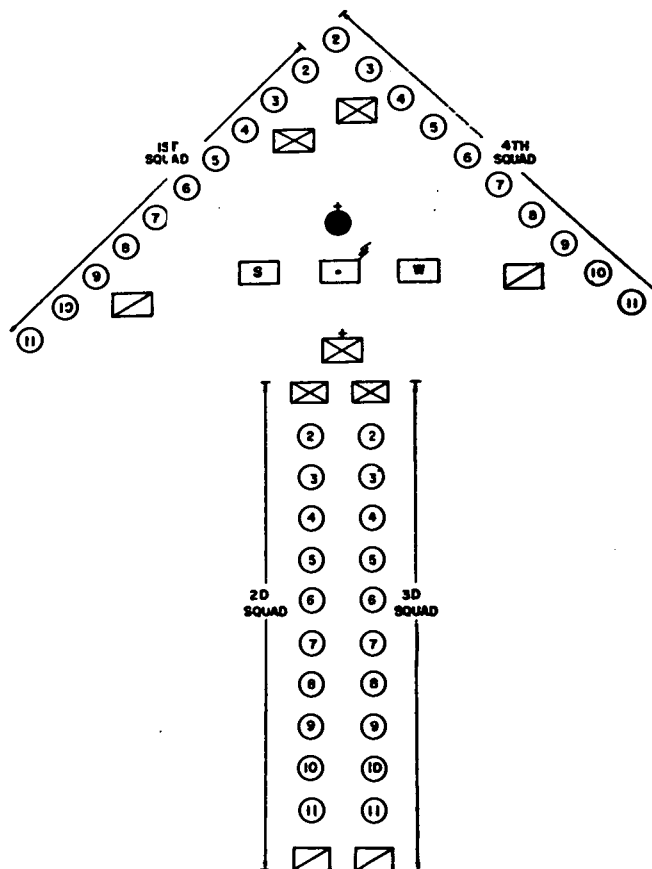


Figure B-21. Platoon wedge with two squads in general support.

**AND 3d SQUADS IN LATERAL SUPPORT, MOVE.**

*(2) Execution.*

(a) The 1st and 4th squads execute the wedge while the 2d and 3d squads stand fast. After the wedge has been formed by the 1st and 4th squads, the squad leaders of the 2d and 3d squads command **LEFT FLANK** and **RIGHT FLANK**, respectively. At the command of execution, **MOVE**, the 2d and 3d squads move out to their flanks, close in on the rear elements of the wedge and face in the direction of the platoon's advance (fig. B-22).

(b) To commit the 2d and 3d squads from general to lateral support, the platoon leader commands **2d AND 3d SQUADS LATERAL SUPPORT, MOVE**.

(c) To have the 2d and 3d squads join the wedge from either general or lateral support, the platoon leader commands **2d AND 3d SQUADS,**

**EXTEND THE WEDGE, MOVE.** The 2d and 3d squad leaders command **SQUAD ECHELON LEFT** and **SQUAD ECHELON RIGHT**, respectively, and the platoon wedge is formed.

*c. Close Support.*

(1) *Command.* **PLATOON WEDGE, 2d AND 3d SQUADS IN CLOSE SUPPORT, MOVE.**

(2) *Execution.* The 1st and 4th squads execute a wedge. The 2d and 3d squads execute a similar wedge and close in on the leading wedge. The men in the supporting wedge cover the intervals between men in the leading wedge (fig. B-23). To accomplish this, the squad leaders of the 2d and 3d squads command **STAND FAST**. After the 1st and 4th squads are in position, the 2d and 3d squads form lines as indicated.

*d. Assembling the Support Squads.* To assemble the support squads from any position to general support, the platoon leader commands **2d AND**



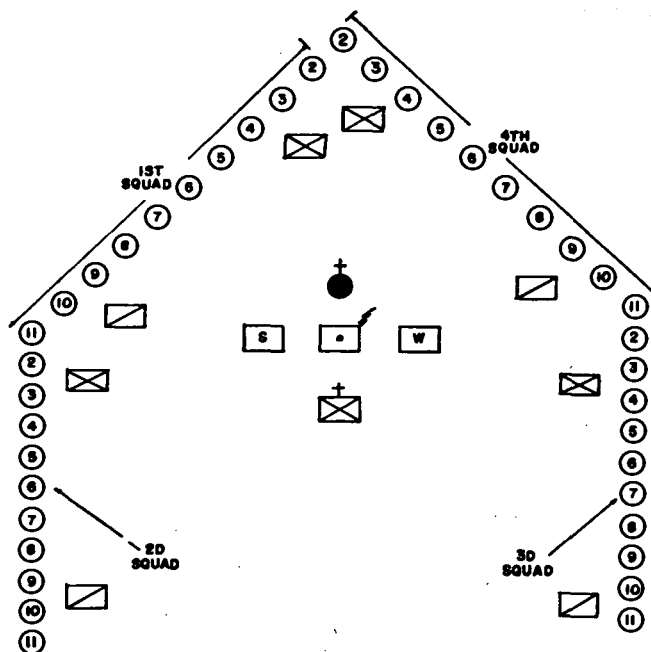


Figure B-22. Platoon wedge with two squads in lateral support.

3d SQUADS, ASSEMBLE, MOVE. The 2d and 3d squads then return to the column in rear of the wedge formed by the other two squads (fig. B-20).

**B-26. Platoon Wedge with One Support Squad**

*a. Command.* PLATOON WEDGE, 3d SQUAD IN SUPPORT, MOVE.

*b. Execution.* The 2d squad moves out and executes a squad wedge. The 1st and 4th squads form echelons left and right, respectively, on the 2d squad. The 3d squad remains in the column (fig. B-24).

**B-27. Assembling a Platoon**

*a. Command.* PLATOON ASSEMBLE, MOVE.

*b. Execution.* The platoon leader moves out in front of his platoon. As he gives his preparatory command, he points to the location at which the platoon is to assemble. If he does not point, the platoon assembles directly in front of its present location. Immediately following the platoon leader's preparatory command, the squad leaders move to the head of their respective squads and command FOLLOW ME. At the command of execution, the squads follow their respective squad

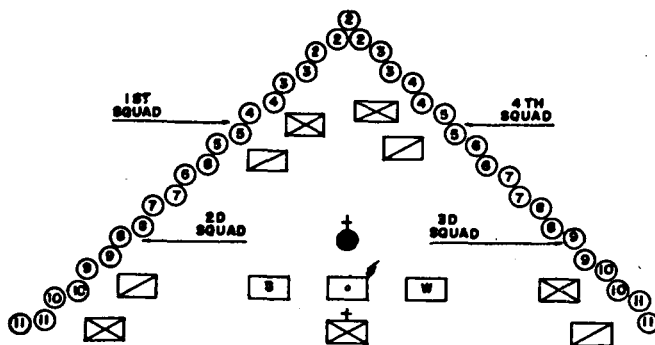


Figure B-23. Platoon wedge with two squads in close support.

leaders to their appropriate positions to form a platoon column.

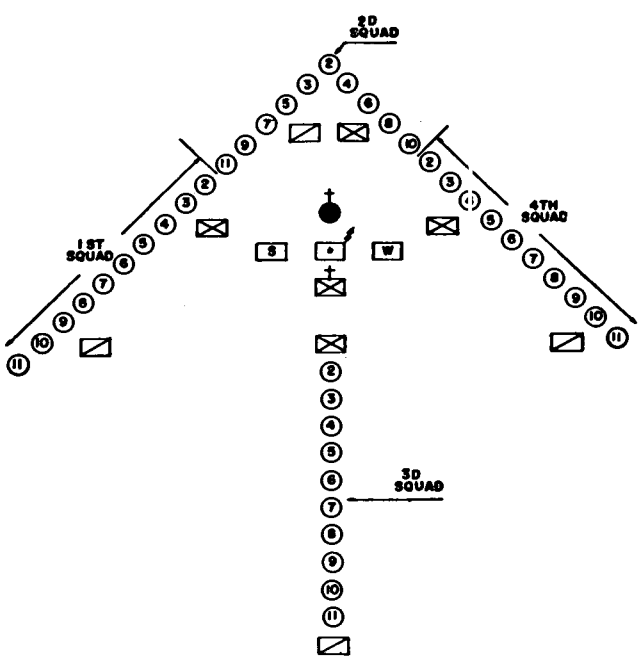


Figure B-24. Platoon wedge with one squad in general support.

**B-28. Variations in Platoon Formations**

a. During riot control operations, the platoon leader may rotate his squads in the leading or assault elements of the formations to give any squad or squads a rest. He is not bound to use only those squads that are specified in the preceding paragraphs in the leading or assault elements of his platoon formations. By merely changing his preparatory command, he may select the squads to lead his unit. For example, if the 1st and 3d squads are to lead his platoon wedge, he issues the command, **PLATOON WEDGE, 2d AND 4th SQUADS IN SUPPORT, MOVE.** By designating the support squad(s) in the preparatory command, the platoon leader tells the other squad(s) that they are to lead the assault.

b. The platoon leader may also relieve any two squads in the assault element by forming a like formation with the support squads and have the support element pass through the leading element. This procedure is frequently necessary when field protective masks are put on for a riot control agent attack.

**Section IV. PLATOON FORMATIONS (3-SQUAD)**

**B-29. Execution of Formations**

The execution of riot control formations using a 3-squad platoon is essentially the same as a 4-squad platoon, with the following exceptions:

a. The 1st and 3d squads are normally used as the assault or leading element in all formations in which one squad is used as general or lateral support.

b. The 2d squad is the base squad in a platoon line formation when all three squads are committed initially to the assault element.

c. The support squad (usually the 2d squad) may be held in general support in single column or in column of twos.

(1) *Single column.*

(a) *Command.* **PLATOON AS SKIRMISHERS (ECHELON RIGHT, LEFT, OR WEDGE), 2d SQUAD IN SUPPORT, MOVE.**

(b) *Execution.* The 1st and 3d squads execute the formation while the 2d squad remains in column.

(2) *Column of twos.*

(a) *Command.* **PLATOON AS SKIRMISHERS (ECHELON RIGHT, LEFT, OR WEDGE), 2d SQUAD IN SUPPORT IN COLUMN OF TWO'S, MOVE.**

(b) *Execution.*

1. The 1st and 3d squads establish the formation. The 2d squad, at the command of its squad leader, executes a column of two's to the right.

2. When the support squad is committed to either lateral support or to extend the existing formation, the even-numbered men move to the right and the odd-numbered men to the left. They execute these movements in the same manner as the support squads in a four-squad platoon.

3. The squad leader normally takes control of the even-numbered men and his assistant the odd-numbered men (figs. B-25, B-26, and B-27).

**B-30. Assembling a Platoon**

A three-squad platoon is assembled in the same manner as a four-squad platoon.

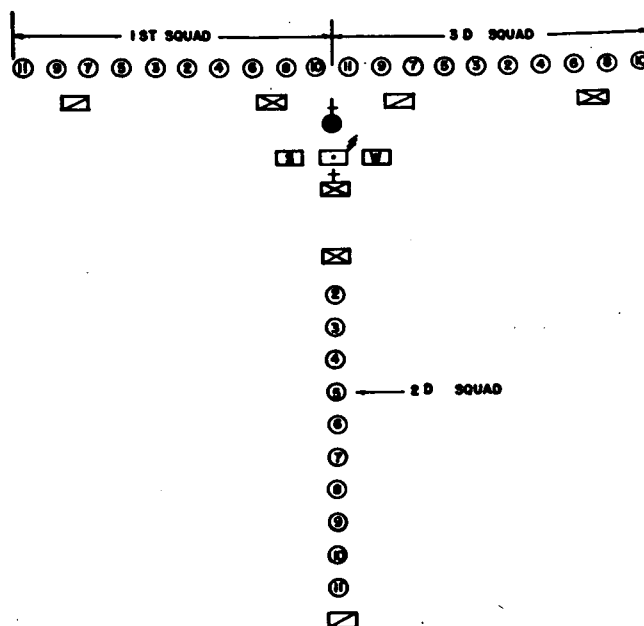


Figure B-25. Platoon line with one squad in general support.

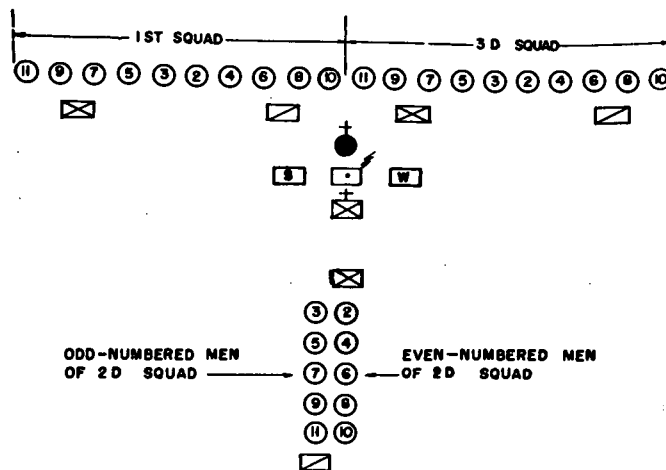


Figure B-26. Platoon line with support squad in general support in column of two's.

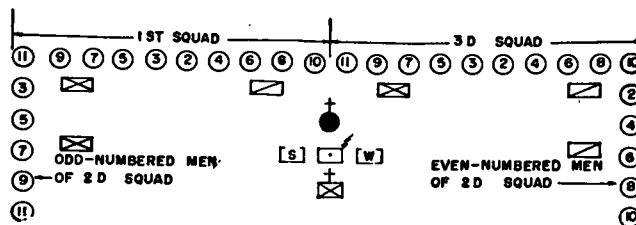


Figure B-27. Platoon line with one squad in lateral support.

Section V. COMPANY FORMATIONS

**B-31. Company Headquarters**

*a. Personnel.* The company commander may use as many personnel as needed for his headquarters; however, it is advantageous to use as few as possible. Personnel not in formation and not with the company commander may be used to secure vehicles or they may remain at the unit's administrative area. Minimum personnel to accompany the company commander should be a messenger (radio operator) and a sharpshooter.

*b. Equipment.* The company commander should have the following equipment:

(1) Communications to maintain contact within his unit and with next higher headquarters.

(2) Sufficient transportation to keep an adequate amount of supplies available, such as riot control agent munitions.

(3) Loudspeaker or other voice amplifying equipment.

**B-32. Designating Locations of Formations**

When the company commander orders his company into riot control formations from the column, he moves out to the left or right near the head of the column where he can be seen by his platoon

leaders and faces the company. As he gives his preparatory command, he points to the approximate location for the formation. If he does not indicate a location, the company forms immediately to the front of the leading platoon.

**B-33. Company Line in Depth**

*a. Command.* COMPANY AS SKIRMISHERS IN DEPTH, MOVE.

*b. Execution.* Immediately following the company commander's preparatory command, each platoon leader gives the command, PLATOON AS SKIRMISHERS. The squad leaders follow with their respective commands to their squads to form the platoon line. At the command of execution, each platoon establishes a platoon line immediately to its front (fig. B-28).

(1) If the company commander wants a more formidable formation, he gives the command, 2d PLATOON, CLOSE SUPPORT, MOVE. The men of the 2d platoon move forward and cover the intervals between the men of the leading platoon and automatically assume the same weapon position as the men of the leading platoon, which will normally be the on guard position. The

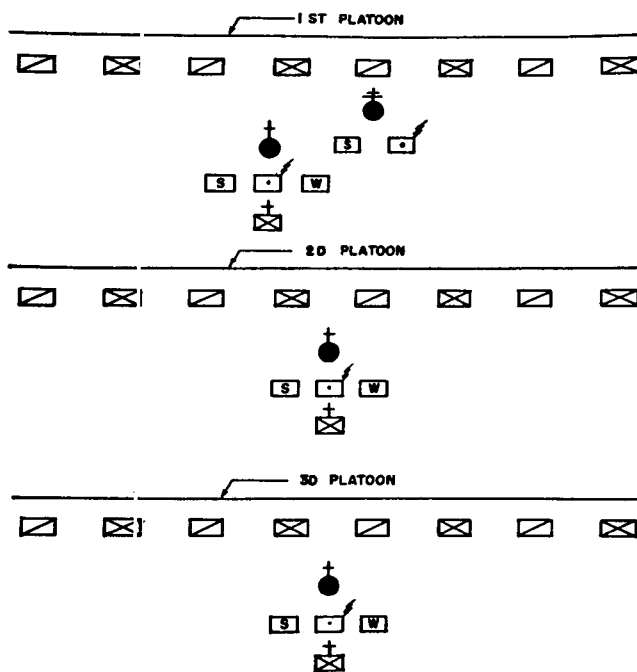


Figure B-28. Company line in depth.

platoon leader of the 3d platoon then moves his platoon forward to occupy the position formerly held by the 2d platoon (fig. B-29).

(2) If the 3d platoon is called upon to support the line, it moves forward and takes up a position directly behind the 2d platoon. The men of the 3d platoon hold their weapons at safe port. Platoon and squad leaders and their assistants mutually assist each other in controlling the company.

**B-34. Company Line in Mass**

*a. Command.* COMPANY SKIRMISHERS IN MASS, MOVE.

*b. Execution.* The company line in mass is the same formation described in paragraph 33b(2). However, in this case, the company commander indicates his desire for this formation in his initial command. The platoons each form a line individually and the 2d and 3d platoons close on the 1st platoon without further command (fig. B-30).

**B-35. Company Line With Support**

*a.* In company formations, the 1st platoon normally forms the assault element and the 2d and

3d platoons are used in support. The support platoons can be employed in the same manner as the support squads in platoon formations. Some variations of a company with support are illustrated in figures B-31 and B-32.

*b.* When the company commander desires to rotate his assault platoon, he merely moves another platoon up the head of the column prior to issuing

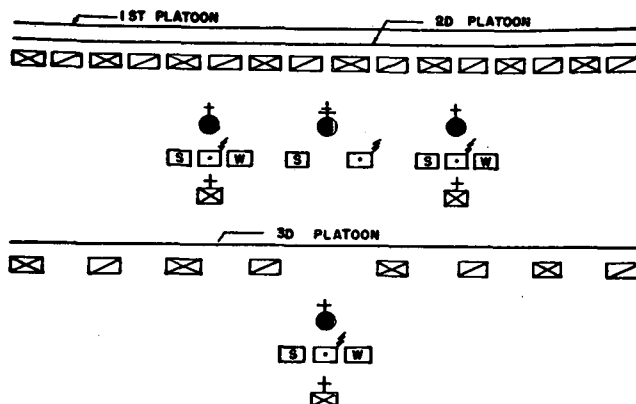


Figure B-29. Company line with two platoons in mass and one platoon in depth.

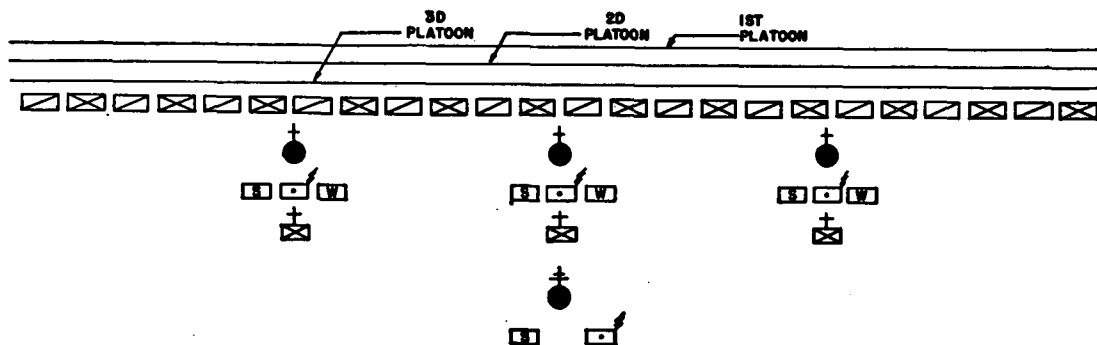


Figure B-30. Company line in mass.

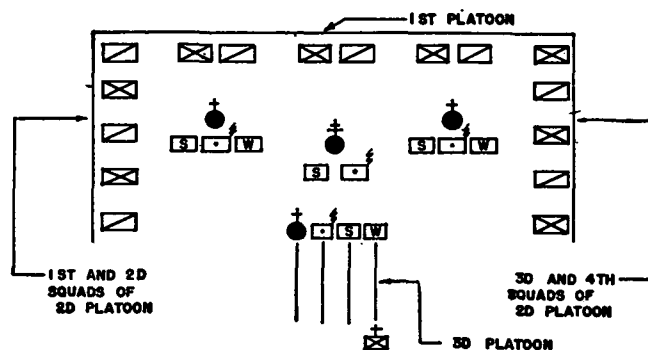


Figure B-31. Company line with one platoon in lateral support and one platoon in general support.

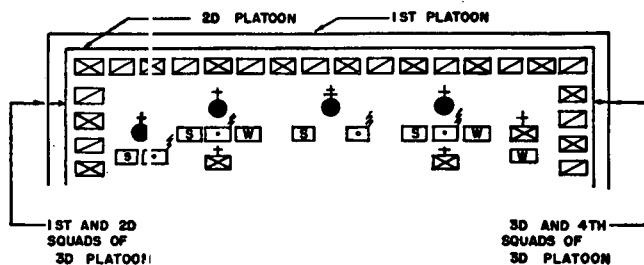


Figure B-32. Company line in mass with one platoon in lateral support.

his command for the formation to be employed. One platoon can be relieved from the assault element by another platoon while in riot control formation by having a support platoon pass through the assault platoon.

**B-36. Company Echelon and Wedge**

The company echelon (right or left) and company wedge are formed in the same manner and with the same variations as the company line (figs. B-33 through B-40).

**B-37. Assembling a Company**

A company assembles from riot control formations in the same manner as a platoon or squad. However, when assembling from a massed formation, the platoons assemble one at a time, the leading platoon first. The platoons do not halt immediately after assembly, but continue to double time in the direction specified by the company commander until space has been cleared for the last platoon to assemble. The platoon leaders then halt their respective platoons and await further commands.

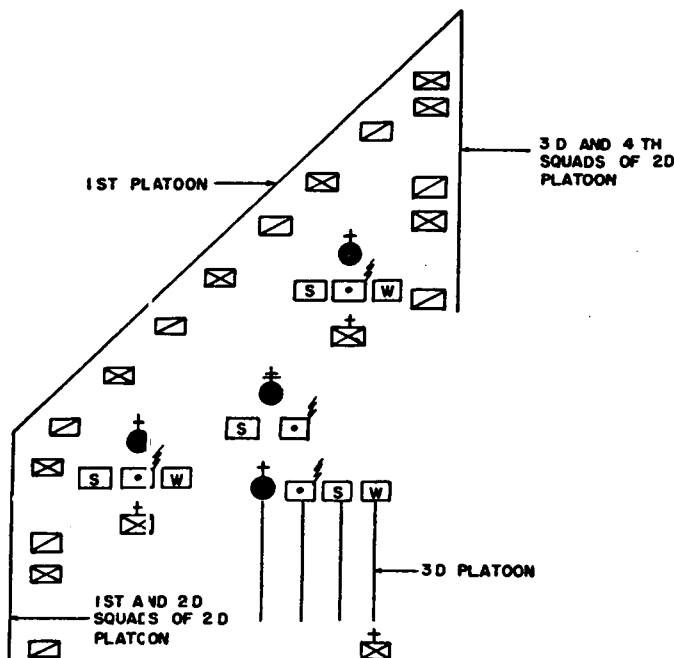


Figure B-33. Company echelon left with one platoon in lateral support and one platoon in general support.

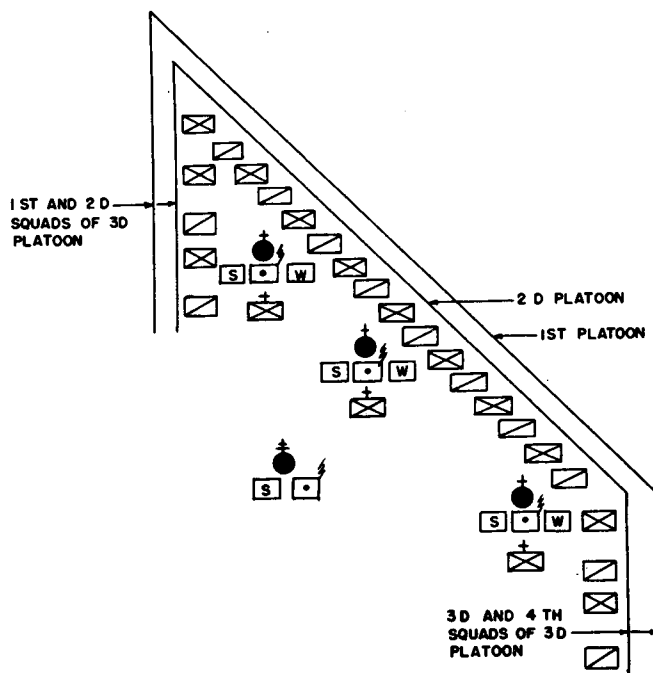


Figure B-34. Company echelon right in mass with one platoon in lateral support.

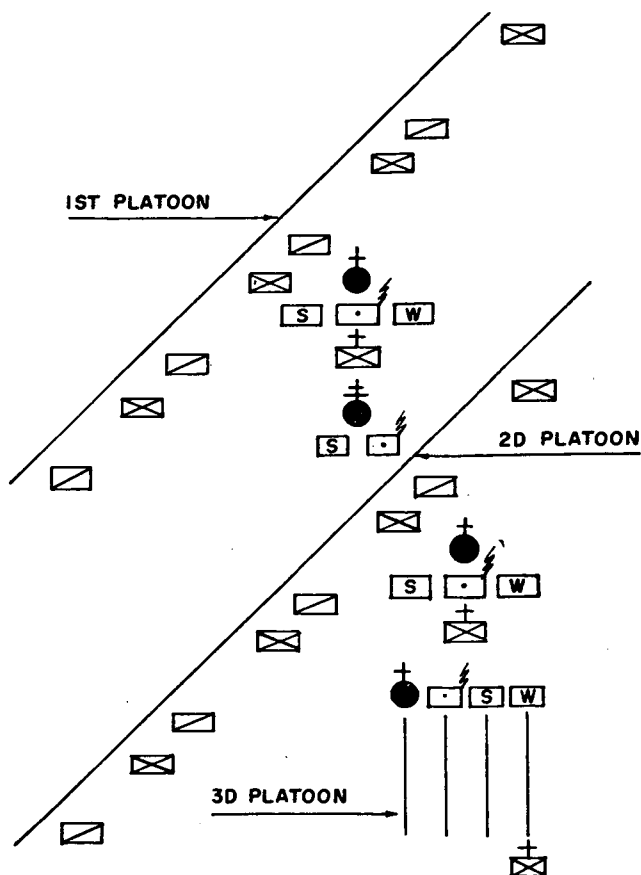


Figure B-35. Company echelon left in depth with one platoon in general support.

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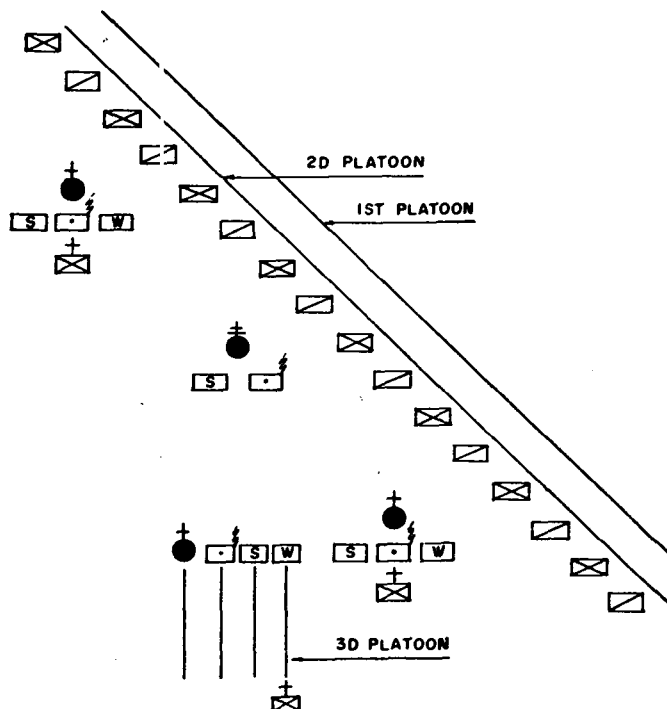


Figure B-36. Company echelon right in mass with one platoon in general support.



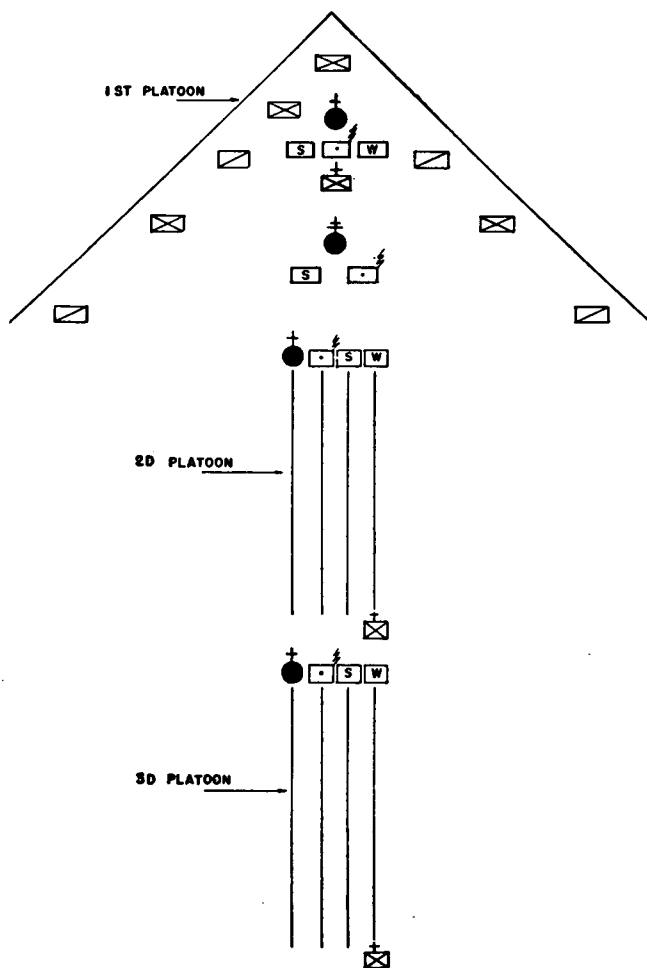


Figure B-37. Company wedge with two platoons in general support.

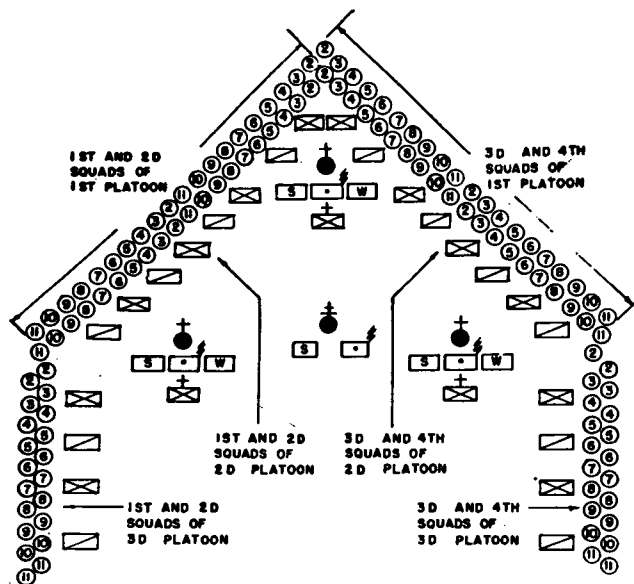


Figure B-38. Company wedge in mass with one platoon in lateral support.

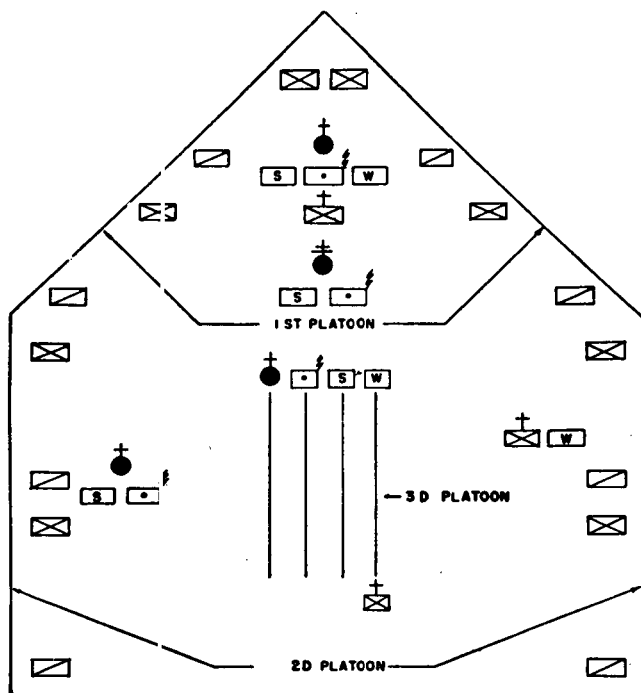


Figure B-39. Company wedge with one platoon in lateral support and one platoon in general support.

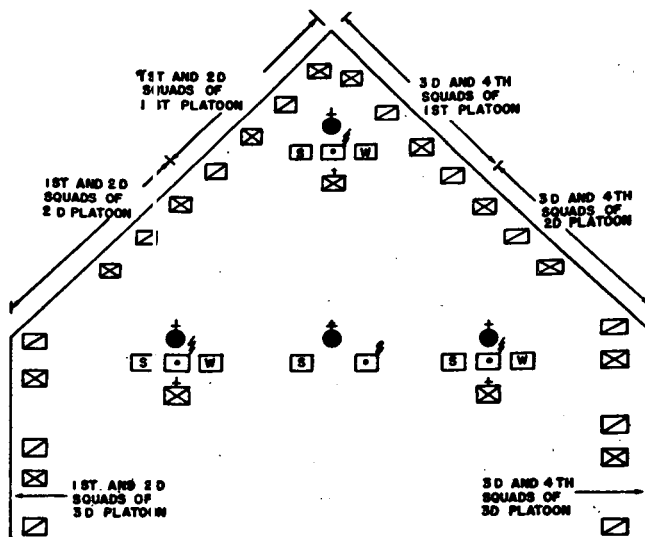


Figure B-40. Company wedge with one platoon extending the wedge and one platoon in lateral support.

## Section VI. VEHICLES AND FOOT TROOPS

**B-38. Considerations in the Use of Vehicles**

a. When encountering large riotous groups, it may be advantageous to employ vehicles with foot troops in riot control formations. While vehicles add strength to formations, certain precautionary measures should be taken.

(1) Windshields of vehicles may be in upright position, removed, or completely depressed. If windshields are of safety glass, they offer some protection in an upright position to front seat occupants with minimum danger of injury from glass fragments.

(2) Shields or mobile barriers may be constructed by mounting a wooden or metal frame strung with barbed wire across the front of a vehicle.

(3) Foot troops in formation should walk as near the front corners of each vehicle as possible to prevent rioters from attacking the sides and rear of the vehicles.

b. Armored vehicles should be employed when available and practicable because of their psychological effect and the protection they afford their occupants.

c. Vehicles should be used only in conjunction with foot troops.

d. Whenever vehicles and foot troops are employed, the commander of the foot troops commands the unit. He joins the leader of the motor section in the command (number 1) vehicle where he has a position of vantage (fig. B-41). In every instance, his commands are executed through the subordinate leaders. A position that facilitates moving into a riot control formation employing foot troops and vehicles is illustrated in figure B-41.

e. If possible, headquarters personnel should travel with the commander.

**B-39. Company Line With Support**

a. *Command.* The commands for vehicles and foot troops are the same as for foot troops alone. Because of the additional noise and distances involved, the company commander gives the arm and hand signal for the line. The command and signal apply to the lead platoon only. The other platoons remain in general support until further directed.

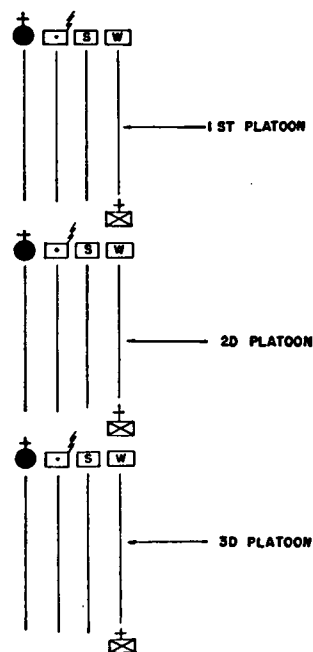
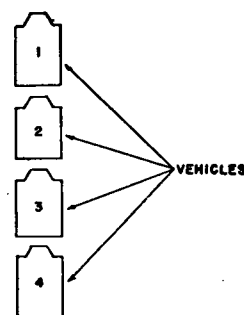


Figure B-41. A position for foot troops and vehicles prior to executing riot control formations.

b. *Execution.* The motor section moves out first. The number 2 vehicle moving to the right passes the lead vehicle and establishes the position for the center of the line. At the same time, the 3d and 4th vehicles swing out to the left and right, respectively, and form to the left and right and slightly to the rear of the number 2 vehicle. The 2d and 3d squads of the lead platoon then move forward and form lines to the left and right, respectively, and on the front end of the number 2 vehicle. As soon as the troops are in position, the 3d and 4th vehicles close in on the left and right and tighten the formation. The 1st squad of the lead platoon

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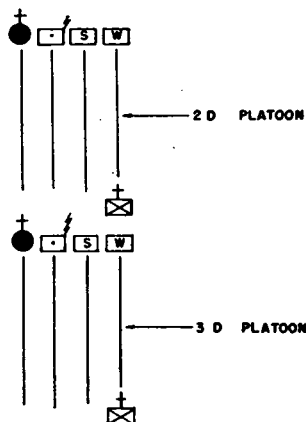
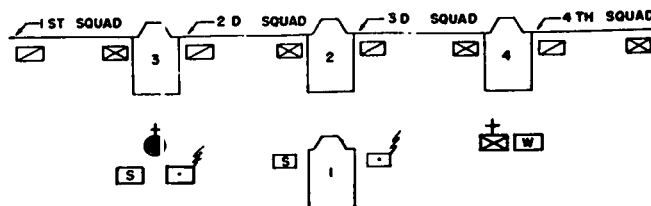


Figure B-42. Company line (foot troops and vehicles) with two platoons in general support.

then forms a line to the left of the third vehicle and the 4th squad to the right of the 4th vehicle to complete the company line. The command vehicle takes up a position behind the line where the commander can best direct and control the unit. The 2d and 3d platoons move forward and are used in general, lateral, or close support (figs. B-42, B-43, and B-44). In some instances the foot troops may move into position first and the vehicles join the formation as needed.

### B-40. Echelon or Wedge

To form an echelon right (left) or wedge, the same procedures for forming a line are followed (fig. B-45).

### B-41. Assembling Foot Troops and Vehicles

The command vehicle moves to a position in advance of the formation; the commander, facing the formation, gives the motor section the hand signal for assembly. Immediately, the other vehicles return to their proper positions in column behind the command vehicle, while the troops

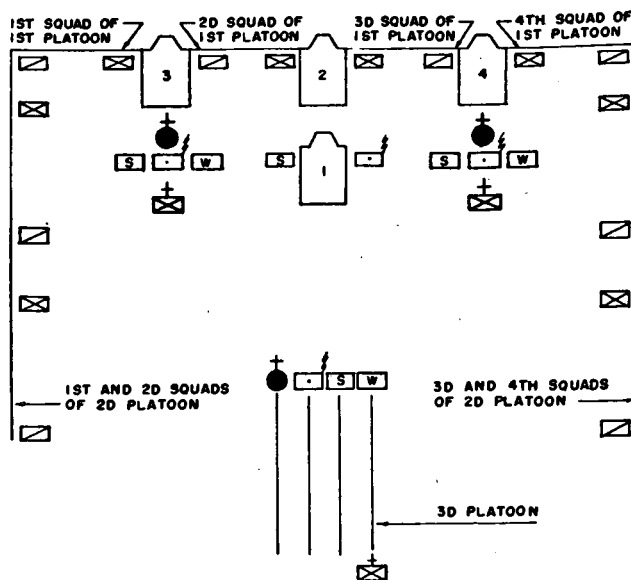


Figure B-43. Company line (foot troops and vehicles) with one platoon in lateral support and one platoon in general support.

stand fast. The second in command then assembles the foot troops in the usual manner.

**B-42. Variations of Formations**

Many suitable variations to the formations described and illustrated above may be employed and appropriate commands and signals may be

devised to execute them. Because of the somewhat complicated nature and coordination required in these formations, however, new variations should be practiced extensively before they are used in actual riot situations.

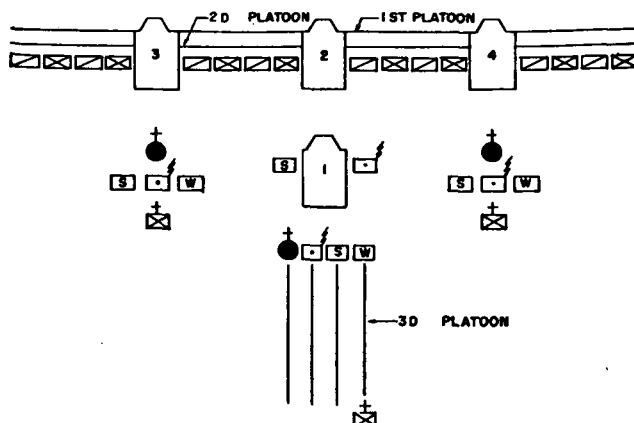


Figure B-44. Company line in mass (foot troops and vehicles) with one platoon in general support.

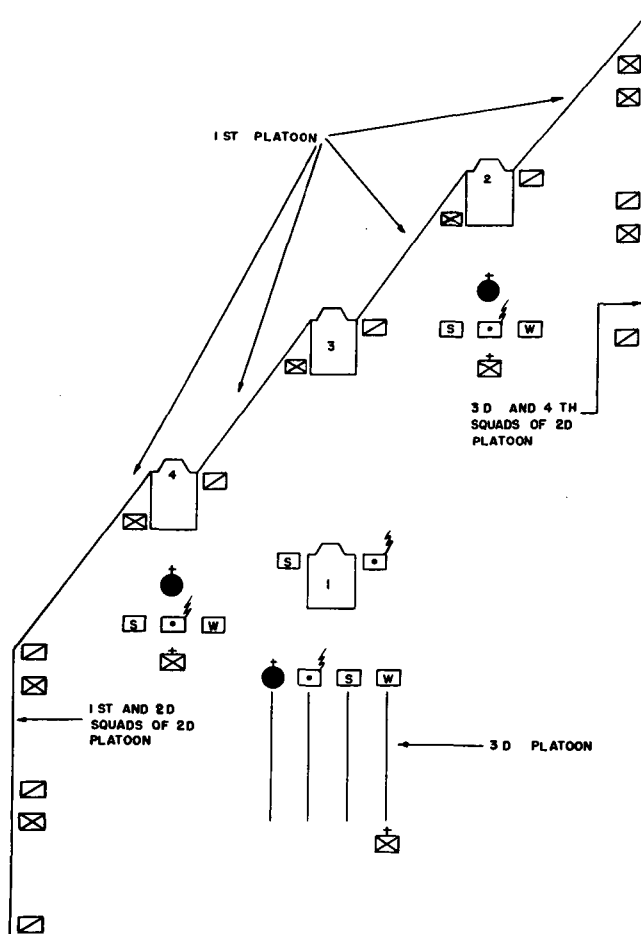


Figure B-45. Company echelon left (foot troops and vehicles) with one platoon in lateral support and one platoon in general support.



## APPENDIX C

**CHARACTERISTICS AND EMPLOYMENT CONSIDERATIONS OF RIOT CONTROL AGENTS AND SMOKE IN CIVIL DISTURBANCE OPERATIONS****C-1. General**

*a.* The employment of riot control agents and smoke in a disturbance depends upon the physical and chemical properties of the agents, their intended uses, and the method of dissemination.

CS produces only a temporary effect and does not prevent a crowd from reforming. An agent in the form of a micropulverized powder is more persistent than in vapor form. Powdered agents disseminated inside a building may remain persistent for days. When persons exposed to a cloud of CS1 inhale it and get the agent in their eyes, hair, and clothing and on their skin they will be affected for 10-15 minutes after exposure to fresh air. When a baseball grenade explodes, the area of intolerable concentration of the agent is about 10 meters in diameter and is larger than the area of the visible cloud.

*b.* From the group of smoke-producing agents, HC (white smoke) is frequently used. While smoke is of particular value in concealing movements of troops in the open, its physiological effect is negligible. Troops moving behind or through a smoke screen can approach near enough to a building or barricade to permit attack with riot control agent hand grenades. Care must be exercised that smoke does not benefit rioters by screening their movements from troops. Smoke may also be used for signaling purposes and to determine the approximate velocity of the wind.

*c.* For riot control agents or smoke munitions employed in civil disturbance operations and a description of their physical characteristics and chemical properties, see tables C-1 and C-2.

**C-2. Application of Riot Control Agents and Smoke**

*a. Area.* The area occupied by or to be denied temporarily to a mob determines the length of a

line along which riot control agents are released. This line is usually at right angles to the direction of the wind and long enough to insure the creation of a cloud which, when it reaches the target area, will include considerably more than the area actually occupied by the mob. As a rule of thumb, the length of the line is roughly equal to the average width of the target plus one-fifth the distance from the line to the target.

*b. Quantity.* Riot control agents must be used in sufficient quantities to produce an immediate and decisive effect. Sufficient ammunition must be available to produce the proper concentration of the agent in the cloud and to maintain the required concentration until the mob has been dispersed. When a larger quantity of the riot control agent is required than can readily be obtained by the use of standard type riot control agent grenades, the riot control agent disperses discussed in appendix D may be employed. If the supply of the agent is limited, a heavy concentration of the agent should be placed on the critical point. A guide for requirements for burning type munitions is shown in table C-3.

*c. Limitation on Use.* Although riot control agent is safe and will not cause death or seriously endanger health, its use in buildings and other closed areas requires caution. Riot control agents should not be used in an area, such as a hospital area, where undesirable effects may ensue from their use.

**C-3. Weather Factors**

Of all the methods of riot control, operations with riot control agents are most dependent upon weather conditions. The basic weather elements affecting any chemical operation are wind, temperature, humidity, cloud cover, precipitation, and atmospheric stability. For a detailed discus-

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sion of weather effects on field behavior of chemicals, see TM3-240.

#### C-4. Planning Use of Riot Control Agents

*a. General.* Appropriate plans are essential to the successful use of riot control agents. The plans must be capable of variations to meet changes in the situation and the weather. The munitions requirements to provide an appropriate concentration of riot control agents in a given area are tentatively computed in advance, and the general plan for their use is prepared prior to the operation, but the manner of employment is determined on the spot.

*b. Weather and Terrain.* The responsible officer should secure Air Weather Service weather forecasts over possible operational areas for the contemplated times of the operation. He should evaluate these forecasts in conjunction with a detailed reconnaissance, map, aerial photograph, or mosaic study of the terrain conditions which prevail in and surround these areas and which might affect the riot control agents released.

*c. Nature of Disturbance.* The cause, nature, and extent of a disturbance, and the temper and objectives of the rioters are important planning factors. The evaluation of the capabilities of the rioters should include a consideration of their religious and political convictions, and racial and national characteristics, as well as any sociological or psychological factors which might affect their determination or resistance.

*d. Estimate of the Situation.* The estimate of the situation should be as thorough as the time available will permit and should be based on an analysis of the above factors. The estimate should enable the commander to consider courses of action, select riot control agents, and determine munitions requirements.

*e. Course of Action.* The governing factors in the selection of a course of action are effects desired, temper and objectives of the rioters, weather conditions, and munitions available.

#### C-5. Training

*a. Responsibilities.* Each service is responsible for providing, organizing, equipping, and training its forces for the use of riot control agents in civil disturbances.

*b. Training.* Training of troops for use of riot control agents should include, but not be limited to, the following:

(1) *Individual training.*

(a) Policy on the employment of riot control agents.

(b) Characteristics of riot control agents.

(c) Individual protection, first aid, and decontamination.

(d) Maintenance of riot control agent munitions and equipment.

(2) *Unit training.*

(a) Riot control agent squad organization.

(b) Tactical employment of riot control agents in riot control.



Table C-1. Characteristics of Riot Control Agent (CS) and Smoke (HC)

	CS		HC
	Burning type	Powder type	
Composition.....	CS; potassium chlorate; thiourea; magnesium carbonate.	Micropulverized CS; silica aerogel.	Hexachlorethane; zinc oxide.
Odor.....	Pungent; pepperlike.....	Pungent; pepperlike.....	Like camphor.
Persistency (in open)...	Variable according to wind conditions.	Variable according to wind conditions; greater with lack of wind or in wooded terrain.	Variable according to wind conditions; maximum 10 minutes.
Minimum effective protection.	Protective mask; field clothing....	Protective mask; field clothing....	None needed.
Physiological action....	Extreme burning sensation of the eyes; copious flow of tears; coughing, difficult breathing, and chest tightness; involuntary closing of eyes; stinging action on moist skin areas; sinus and nasal drip; nausea and vomiting on exposure to extreme concentrations (via ingestion).	Extreme burning sensation of the eyes; copious flow of tears; coughing, difficult breathing, and chest tightness; involuntary closing of eyes; stinging action on moist skin areas; sinus and nasal drip; nausea and vomiting on exposure to extreme concentrations (via ingestion).	Slightly suffocating action in heavy concentration; slightly irritating to nose and throat.
Time required for maximum effort.	Immediate.....	Immediate.....	Effect negligible.
First aid.....	Remove to uncontaminated area; face into wind; caution against rubbing eyes; keep affected persons well spaced; shower after several hours. Shower first with cool water for 3 to 5 minutes then proceed with normal showering. For gross accidental contamination with CS particles, flush body with copious amounts of cool water, then use a 5% sodium bisulfite solution (except in and around eyes) and finally flush again with water. A 1% solution of sodium carbonate or sodium bicarbonate may be substituted for sodium bisulfite solution.	Remove to uncontaminated area; face into wind; caution against rubbing eyes; keep affected persons well spaced; shower after several hours. Shower first with cool water for 3 to 5 minutes then proceed with normal showering. For gross accidental contamination with CS particles, flush body with copious amounts of cool water, then use a 5% sodium bisulfite solution (except in and around eyes) and finally flush again with water. A 1% solution of sodium carbonate or sodium bicarbonate may be substituted for sodium bisulfite solution.	None needed.
Type of munitions.....	Grenades, hand and rifle.....	Grenades, hand.....	Grenades, hand; Pots, smoke.
Mechanically dispersable.	No.....	Yes.....	No.

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Table C-2. Statistics—Riot Control Agent Grenades, Smoke Grenades and Smoke Pots

	Grenade, hand, CS, M7A2** M7A3	Grenade, hand, CS1, M25A2
Filling.....	CS mixture.....	CS1 mixture.....
Weight of effective filling.....	9.7 ounces.....	3.2 ounces.....
Weight of complete munition.....	16 ounces.....	7.25 ounces.....
Fusing delay.....	0.7 to 2 seconds.....	1.4 to 3 seconds.....
Burning time.....	15 to 35 seconds.....	Bursts.....
Persistency in open.....	Variable according to wind conditions.....	Variable according to wind and terrain conditions.....
Area coverage.....	100-150 sq meters (one munition; wind speed 9-15 mph).....	600-900 sq meters (three munitions; wind speed 12-18 mph).....
Effective downwind.....	35 meters (one munition; wind speed 9-15 mph).....	40-90 meters (three munitions; wind speed 12-18 mph).....
	Grenade, hand, smoke, HC, AN-M8*	Pot, smoke, HC, M6
Filling.....	Type C HC smoke mixture.....	Type C HC smoke mixture.....
Weight of effective filling.....	19 ounces.....	28-34 pounds.....
Weight of complete munition.....	25.5 ounces.....	33 pounds.....
Fusing delay.....	1.2 to 2 seconds.....	20 to 30 seconds.....
Burning time.....	105-150 seconds.....	12 to 22 minutes.....
Persistency in open.....	Variable according to wind conditions.....	Variable according to wind conditions; maximum 10 minutes.....
Persistency in halls.....	15 minutes.....	45 minutes.....
Persistency in closed rooms.....	1 hour.....	1½ hours.....
Maximum range of cloud from one munition (average conditions).....	200 meters.....	500 meters.....

\*These hand grenades may be converted into rifle grenades with the use of the grenade projection adapter, chemical, M2.

\*\*This hand grenade may be converted into a rifle grenade with the use of the grenade projection adapter, chemical, M2A1.

Special Precaution: These grenades and smoke pots are burning type munitions. If they are ignited in close proximity to easily combustible material, fires are likely to result.

Note: These data reflected in this table are furnished only as an approximate guide.

Table C-3. Minimum Burning Ammunition Requirements for Riot Control Agent Clouds Used in Large Scale Disturbances<sup>1</sup>

(Wind perpendicular to firing front)

Width of initial cloud front all munitions distributed evenly and fired simultaneously on the front	250 meters downwind		500 meters downwind		1,000 meters downwind	
	Number of munitions required <sup>2</sup>	Width of cloud <sup>3</sup>	Number of munitions required <sup>2</sup>	Width of cloud	Number of munitions required <sup>2</sup>	Width of cloud
	Burning type hand grenades	Meters	Burning type hand grenades	Meters	Burning type hand grenades	Meters
Point.....	4	50	25	100	50	225
25 meters.....	6	75	25	125	75	300
100 meters.....	20	150	50	200	120	450
250 meters.....	40	300	80	350		
	Pot, smoke HC		Pot, smoke HC		Pot, smoke, HC	
Point.....	1	50	1	100	7	225
25 meters.....	2	75	2	125	10	300
100 meters.....	5	150	5	200	18	450
250 meters.....	12	300	12	350		

<sup>1</sup> These data, furnished only as an approximate guide, are generally acceptable under average conditions (TM 3-240). Excessively high winds preclude the use of clouds, as do low and intermittent winds. Does not refer to exploding type grenades.

<sup>2</sup> These numbers may be increased advantageously, when available ammunition permits.

<sup>3</sup> Maintenance of a cloud until dispersion of the mob is effected should be attempted; a short heavy concentration is preferable to a sustained light concentration.

## APPENDIX D

### OPERATION AND EMPLOYMENT OF RIOT CONTROL AGENT DISPERSERS

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#### Section I. INTRODUCTION

##### D-1. General

This appendix provides information and guidance for commanders, staff officers, and all personnel concerned with the utilization of riot control agent dispersers in the control and suppression of disturbances. It covers concepts and techniques for employment of the riot control agent dispersers and provides guidance for the training of operating personnel.

##### D-2. Concept of Employment

The riot control agent dispersers were developed to provide the commanders with a capability for disseminating riot control agents in sufficient quantities to provide effective area coverage under a variety of situations and weather conditions. They are not designed for the direct introduction of a riot control agent into barricaded buildings. Care must also be exercised in their employment in confined areas and against target areas with restricted avenues of escape. Normal usage envisions transport of these dispersers by individuals, by ¼-ton or larger vehicles, or by helicopters. When transported on the ground, by individual or by vehicle, the dispersers may be directly integrated into the riot control troop formations or may be operated from a position in direct support of disturbance operations. Dispersers mounted in helicopters are used in close conjunction with the disturbance control troops and in direct implementation of the immediate plan of operations. The exact location of the aircraft, with respect to the troop formation, at the time of release of the riot control agents will be determined by current wind direction and speed and in some instances by such physical obstacles as may place a restriction on the movements or positioning of the aircraft.

##### D-3. Personnel

*a.* Although it is desirable that all unit personnel should have a knowledge of the operation and employment capabilities of the riot control agent dispersers, main reliance in this respect must be placed on specially selected and trained individuals. Such personnel should be chosen for initiative, ability to learn, and proven calmness when faced with large numbers of agitated people.

*b.* Individuals designated as disperser operators and/or as team members should be well qualified in their primary MOS as members of military police or other units authorized a disperser, and thoroughly trained in riot control operations. Preferably they should have received special training in the use of riot control agents.

##### D-4. Riot Control Agents

*a.* CSI (micropulverized form of the crystalline agent and silica aerogel) is the agent for use in riot control agent dispersers in the control of civil disturbances, riots. For training purposes, technical talc, T1, is used.

*b.* CSI is effective in very small concentrations. The effect of CSI on the eyes and respiratory system are realized in seconds and last from 5 to 10 minutes after the affected individual is exposed to fresh air. Generally, persons reacting to CSI are incapable of executing organized, concerted actions and excessive exposure to CSI may make them incapable of vacating the area.

##### D-5. Protective Clothing

Ordinary field clothing worn with collar and cuffs buttoned and trouser legs tucked into boots, a protective mask, hood, and rubber gloves provide protection for personnel engaged in filling, operating, or transporting the dispersers.

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**D-6. Control**

Commands are given to the disperser operators by voice or arm and hand signals. Radio communications will normally be required between the troop commander and the commissioned or noncommissioned officer in immediate command of the riot control formation or of the disperser operators.

**D-7. Maintenance**

To assure the mechanical reliability of the dispersers, it is necessary that certain specific inspections and maintenance services be performed systematically each time that they are used and that additional services be performed periodically. Because of the corrosive effects of some of the riot control agents to metal, they should not be allowed to remain on the disperser or on the vehicle or helicopter from which operated. Detailed maintenance, inspection, and repair instructions are contained in pertinent technical publications (app A).

**D-8. Precautions**

The riot control agent dispersers permit the release of a large quantity of a riot control agent within a very short period of time. Particular care must be exercised at all times, therefore, to assure that a completely incapacitating concentration is not developed. In this regard, it is essential that the average release rate be determined for each disperser in terms of pounds of the agent expelled per second. The dispersers should not be used to introduce a riot control agent directly into a closed structure except in extreme emergency.

**D-9. Training**

*a.* Designated personnel are trained in the operation, employment, and maintenance of the respective riot control agent dispersers. They must

acquire knowledge and become proficient with respect to—

(1) The nomenclature and characteristics of the respective dispersers and the riot control agents.

(2) The effects of weather, terrain, and distance on the dissemination of the riot control agents.

(3) Methods of operating the dispersers.

(4) Techniques which will give greatest assurance of placing an effective concentration on the target area with a minimum concentration on off-target areas.

(5) Maintenance of dispersers.

(6) Use, care, and inspection of protective clothing.

(7) Decontamination of equipment.

(8) Safety precautions.

*b.* Practical exercises should be conducted under varying weather conditions and differing riot control situations which will affect the deployment of the dispersers and dissemination techniques. Whenever possible, training should be integrated with unit disturbance control training exercises.

*c.* Scheduled drills to test the readiness and operational effectiveness of the operating personnel and equipment should be conducted periodically.

**D-10. Standing Operating Procedures**

An SOP should be prepared for the guidance of all disperser operating personnel to include vehicle drivers and helicopter pilots. Included in the SOP should be specific individual duties and actions to be performed before, during, and after operation of the disperser. For guidance in the preparation of standing operating procedures, see FM 101-5.

**Section II. RIOT CONTROL AGENT DISPERSER, PORTABLE, M3****D-11. Description**

The M3 disperser consists of two tanks, each of which will hold 4 pounds of a riot control agent, CS1, a pressure tank assembly, a hose assembly, a pressure regulator, and an M9 portable riot control agent disperser gun. These components are mounted on a tubular steel frame back-pack carrier

which provides easy one-man carry of the disperser. The 8 pound capacity of the agent tanks may be disseminated in approximately 25 seconds. The disperser including the agent filling weighs approximately 55 pounds. Also included is an M4 filling hopper for use in filling the two agent tanks. Two pairs of M3 toxicological agent protective rubber gloves for operator protection

and necessary tool and service kits complete the M3 disperser assembly.

### D-12. Transport

Normal usage envisions man-carrying of this disperser by an individual on foot or mounted in a vehicle as set forth in TM 3-1040-214-12.

### D-13. Basis of Issue

One per MP platoon of all MP units (except TOE 19-47, 19-237, 19-252, 19-256, 19-272, 19-316, and 19-500 less its riot control functional team) when authorized by army commanders or theater of operations commanders; two per U. S. disciplinary barracks and each branch thereof (TA 19-10); one per platoon of emergency forces (domestic and oversea) having riot control missions (TA); one per U.S. Army CBR Weapons Orientation Course; six per U. S. Army Military Police School; U. S. Army Chemical Center and School (16). One compressor, reciprocating, power-driven, 3½ CFM, AN-M4, is authorized for each unit authorized one or more dispersers.

### D-14. Employment

*a. General.* The effective use of this disperser is dependent upon a following or slightly quartering wind of a velocity not to exceed 20 MPH. Optimum wind velocity is 3 to 5 MPH. Normally, the use of this disperser should be backed up by other M3 dispersers or M5 disperser inasmuch as repressurizing of the disperser requires the use of a compressor and thereby places the disperser out of action for a period of time, the length of which is dependent upon the location of the compressor and the efficiency of the personnel in reloading and repressurizing operations. By reason of its compactness, portability and low cost this disperser provides the using units with an immediately available and very effective riot control weapon.

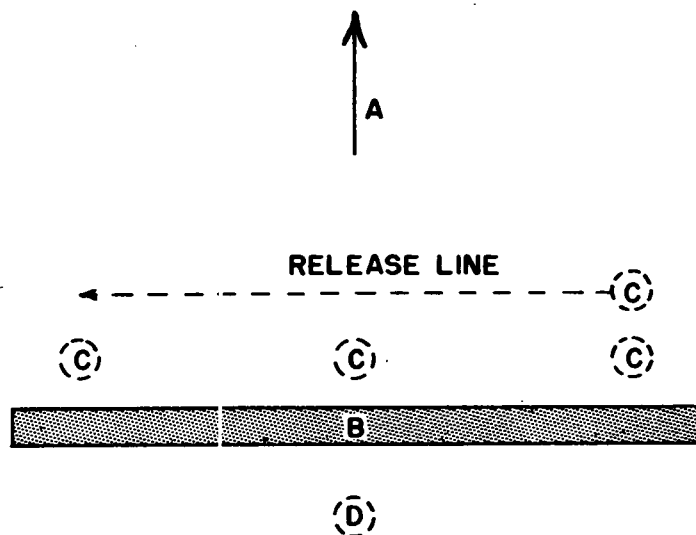
*b. Positioning.* The portable disperser operator may be positioned in advance of, as a part of, or immediately in the rear of the riot control formation. Proximity to the mob and the role which the disperser is to play are the determining factors. If the decision has been made to disseminate the riot control agent in advance of the close approach of the riot control formation, the disperser operator may be positioned as a part of or slightly in advance of the formation. This position will permit

the operator the greatest freedom in operating the disperser and will assure a minimum of exposure to the troops. Freedom to move to firing positions to the right or left of center may assist in the establishment of a more uniform cloud of the agent over the target or will permit, to a limited extent, coverage over selected portions of the target area. If the disperser is to be held in reserve status, the disperser operator should be positioned from one to several feet to the rear of the approximate center of the formation. From this position, the operator can quickly be deployed to the front of the riot control formation to disseminate the riot control agent.

*c. Release Point or Line.* The optimum distance for firing the disperser to produce a cloud which will envelop and provide an effective concentration over the largest portion of the target area is primarily dependent upon the wind velocity and the freedom of movement of the operator across the front of the target area. Generally, the distance of the agent release point or line from the target area will range from a minimum of 50 feet (15 meters) to as far as several hundred feet depending on wind velocity. With increasing wind velocity, dissemination of the powdered agent becomes more rapid and the distance between the target area and the point of release must be reduced accordingly if an effective concentration is to be placed on the target.

*d. Concentration.* Factors affecting the amount of a particular riot control agent required to establish an effective concentration in any given instance or situation are too varied to permit exact guidance. Basic to this aspect of employing riot control agents, however, are an understanding of agent effectiveness, knowledge of the amount released in a given time, an appreciation of the makeup and determination of the crowd, and close observation of the agent's cloud movement and effect on the target. Too large a concentration may result in complete incapacitation. Too small concentrations, particularly against organized and determined groups, may encourage greater violence.

*e. Release Rate.* The M9 portable riot control agent disperser gun permits effective control over the amount of the riot control agent released. Release of the agent may be effected in one continu-



**LEGEND:**

- A. WIND DIRECTION.
- B. PLATOON LINE.
- C. MAN-CARRIED M3 DISPERSER SHOWING SEVERAL ALTERNATE FIRING POSITIONS.
- D. RESERVE POSITION.

*Figure D-1. Release positions for portable disperser operated by individual on foot.*

ous burst or in shorter bursts ranging from less than 1 second to several seconds in duration. Knowledge of the amount of the agent released per second is of vital importance in establishing effective but safe concentrations on the target area. The average release rate for talc, released in 5-second bursts and under an operating pressure of 70 p.s.i., with the M3 disperser is about 1.5 pounds per second. Using units are cautioned, however, to determine the particular release rate for each disperser which they operate, both for talc and for the riot control agent.

**D-15. Disperser Operator**

The portable disperser operator should work under the immediate control and direction of an officer or NCO. Release of the riot control agent should be effected only upon direct order of the commander. If the commander is not fully qualified in the characteristics and employment of the riot control agents, a qualified officer should be designated to determine the appropriate time, place, and amount of agent to be released and to issue appropriate commands of execution to the operating personnel.

**Section III. RIOT CONTROL AGENT DISPERSERS, HELICOPTER OR VEHICLE-MOUNTED, M5**

**D-16. Description**

The M5 disperser consists of a sealed hopper that will contain approximately 50 pounds of CSI, a pressure tank assembly, a hose assembly, and a

pressure regulator. All of these components are supported on a tubular framework so that the complete assembly is approximately 4 by 2½ by 2 feet. An additional component, the M9 portable

riot control agent disperser gun, is provided for use with these dispersers when they are operated from a ground vehicle. The contents of the hopper, when filled, may be disseminated in approximately 2 minutes. These dispersers, including the agent filling, weigh approximately 210 pounds.

### D-17. Transport

These dispersers may be mounted on helicopters or a ¼-ton or larger vehicle as set forth in TM 3-1040-215-12 and TM 3-1040-220-12.

### D-18. Basis of Issue

Four per CONUS army; four per major oversea command; two per U.S. Army Alaska; two per Military District of Washington; two per U.S. Army Military Police School; 15 per U.S. Army Chemical Center and School (TA 3-2), and one per U.S. Army CBR Weapons Orientation Course. One compressor, reciprocating, power-driven, 3½-CFM, AN-M4, is authorized for each unit to which an M5 disperser is allocated.

### D-19. Employment

*a. General.* These dispersers provide the commander with an air-to-ground dispersal capability when mounted in a helicopter. They are equally suited to mounting in a ¼-ton or larger vehicle. Situations best suited to the employment of these dispersers include large scale and civil disturbance actions requiring dissemination of large quantities of the riot-control agent, and conditions under which advantage cannot be taken of a following wind from a ground location.

*b. Positioning.* When a helicopter is used, release of the riot-control agent may be effected from either a hovering position over or to the windward side of the target area or along a line over or to the windward side of the target. When mounted on a vehicle and employed against open area targets, operation of these dispersers should normally be effected from positions slightly in advance or as a part of the riot control formation (fig. D-2).

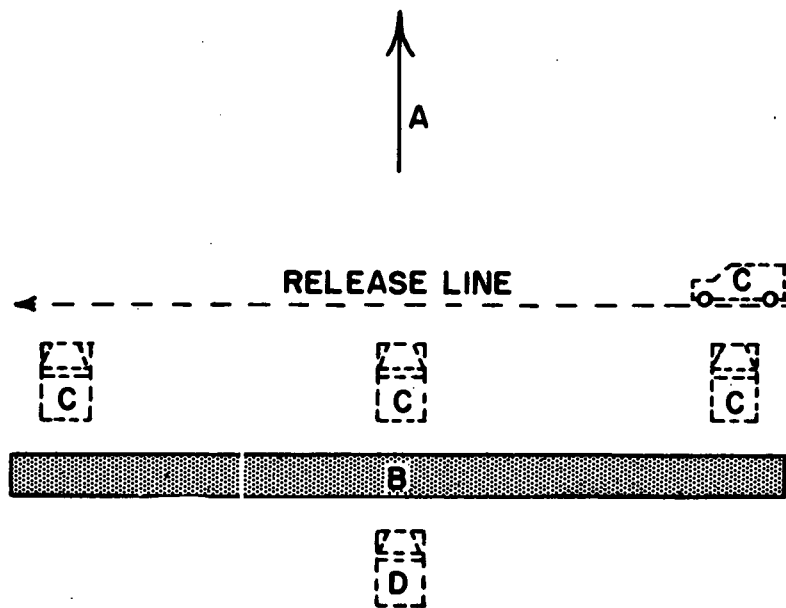
#### *c. Release Point or Line.*

(1) *Helicopter-mounted.* Release of the riot-control agent sufficiently in advance of the riot-control formation to permit dissipation of the agent concentration in the target area shortly prior to the arrival of the troop formation is de-

sirable. The actual distance from and location of the release point or line with respect to the target are determined by the wind velocity and direction and by such physical obstacles as may place a restriction on the movements of the helicopter. Initial release of the riot-control agent from a hovering position directly over the target area should be effected in short bursts of 3 to 5 seconds duration. Close observation of the reactions of the mob will permit determination of the required number and length of additional bursts. When a hovering position to the windward side of the target is assumed, the same procedure should be followed except that release of the agent may be effected in bursts of slightly longer duration. When disseminated along a release line, dissemination should begin in sufficient time to assure cloud coverage over the side of the target area being approached and should be discontinued shortly prior to reaching the far side of the target area to avoid excessive dissemination over other than the target area. The exact moment for beginning and for discontinuing the release of the agent will be governed by the rate of speed at which the helicopter is moving, and by the wind velocity and direction.

(2) *Vehicle-mounted.* Release of the agent may be effected from one or more stationary ground positions or along a line to the windward side of the target area. When released from a stationary point, the agent should be discharged in intermittent bursts while the gun muzzle is swung through an approximate 160° arc to the front. When disseminated along a line, continuous or semicontinuous release may be effected depending upon the riot control agent used, rate of movement, and wind factors.

*d. Concentration.* The large amount of the riot control agent contained in these dispersers and the rapidity with which it can be released necessitate particular alertness on the part of the operator and responsible commanders to assure that the target area is not covered with an incapacitating concentration. This is particularly true under quiet wind conditions and when the target area is partially enclosed by buildings. Also it should be remembered that 1 pound of CSI is the equivalent of 5 bursting-type CSI grenades, and further that 50 pounds of CSI (equivalent of 250 bursting-type CSI grenades) can be disseminated in 2 minutes or less with these dispersers.



**LEGEND:**

- A. WIND DIRECTION.
- B. PLATOON LINE.
- C. VEHICLE MOUNTED M4 DISPERSER SHOWING SEVERAL ALTERNATE FIRING POSITIONS.
- D. RESERVE POSITION.

*Figure D-2. Release positions for M5 disperser operated from a vehicle.*

*e. Release Rate.* When operated from a vehicle, the M9 portable riot control agent disperser gun is also used with the M5 disperser and permits the same close control over the amounts of the agent released. The average release rate for talc, released in 5-second bursts and under an operating pressure of 45 psi, with the M5 disperser is about 1.2 pounds per second.

**Caution.** Operation of agent dispersers from a helicopter while it is hovering or flying at speeds less than translational lift speed when in ground effect may result in contamination of the helicopter, its crew, and occupants due to circulation of the agent in the rotor wash. Therefore, at least the pilot or copilot must be masked.

**D-20. Operating Team**

*a. Composition.* Each team should consist of a team commander (commissioned officer), operator (noncommissioned officer), and assistant operator. Inclusion of the vehicle driver or helicopter pilot as regular members of the team is desirable but not mandatory.

*b. Duties.*

(1) *Team commander.* Supervises operation, employment, and maintenance of the M5 disperser. Reconnoiters area to be covered by the disseminated agent and prepares plans for employment. Supervises movement of equipment to site of operation and assigns personnel to specific jobs. Responsible for selection of release point or line and exercises direct control over amount of riot



control agent released, and recommends this information to the troop commander. Observes and evaluates disseminated agent to assure proper coverage and concentration without interference to mission of troops supported. Instructs or demonstrates operating techniques and procedures. Supervises and conducts team training. Supervises the preparation of records and reports related to the maintenance of the disperser's operation.

(2) *Operator and assistant operator.* Responsible for the operation and maintenance of these

dispersers. Operate and make adjustments to these dispersers to obtain optimum quality and quantity of riot control agent dissemination. Inspect and test-operate defective equipment or components to determine types and causes of malfunction, extent of repairs needed, and quality of repair work performed. Clean and make minor adjustments or replace defective parts using common handtools. Make final adjustments to equipment to obtain optimum operation. Estimate requirements for maintenance supplies.



## APPENDIX E

## FIELD EXPEDIENT RIOT CONTROL AGENT DISPENSER

## E-1. General

a. Many units are not authorized standard riot control agent dispersers or the required air compressors and service kits by TOE.

b. When a local situation demands, such units may develop a field expedient riot control agent disperser by modifying a 2 $\frac{3}{4}$ -pound or a 10-pound *dry charge* fire extinguisher. Modification and use should be consistent with safety requirements.

c. After use, it can be decontaminated, recharged with its original dry charge, and returned to its principal use as a fire extinguisher.

## E-2. Modification

A minimum amount of modification is required to convert either the 2 $\frac{3}{4}$ -pound or the 10-pound fire extinguisher into a field expedient riot control agent disperser. For example—

a. The 10-pound extinguisher comes with only a long round nozzle. However, a shorter flattened nozzle that yields better dissemination results may be fabricated from a piece of galvanized steel with dimensions of the ratio shown in figure E-1. The 2 $\frac{3}{4}$ -pound extinguisher has two standard nozzles. One is a round type and the other is a flattened type. The flattened type yields a more favorable dissemination.

b. Fittings needed to pressurize both dispersers may be made from vehicle tire valve stems and an airhose adapter.

c. Leather or canvas belts or shoulder cross straps may be improvised, when required, that will permit the operator to hold or carry the disperser near waist level.

## E-3. Filling and Pressurizing

A short period of time is required to fill and pressurize both the 2 $\frac{3}{4}$ -pound and 10-pound field expedient riot control agent dispersers (para E-7k).

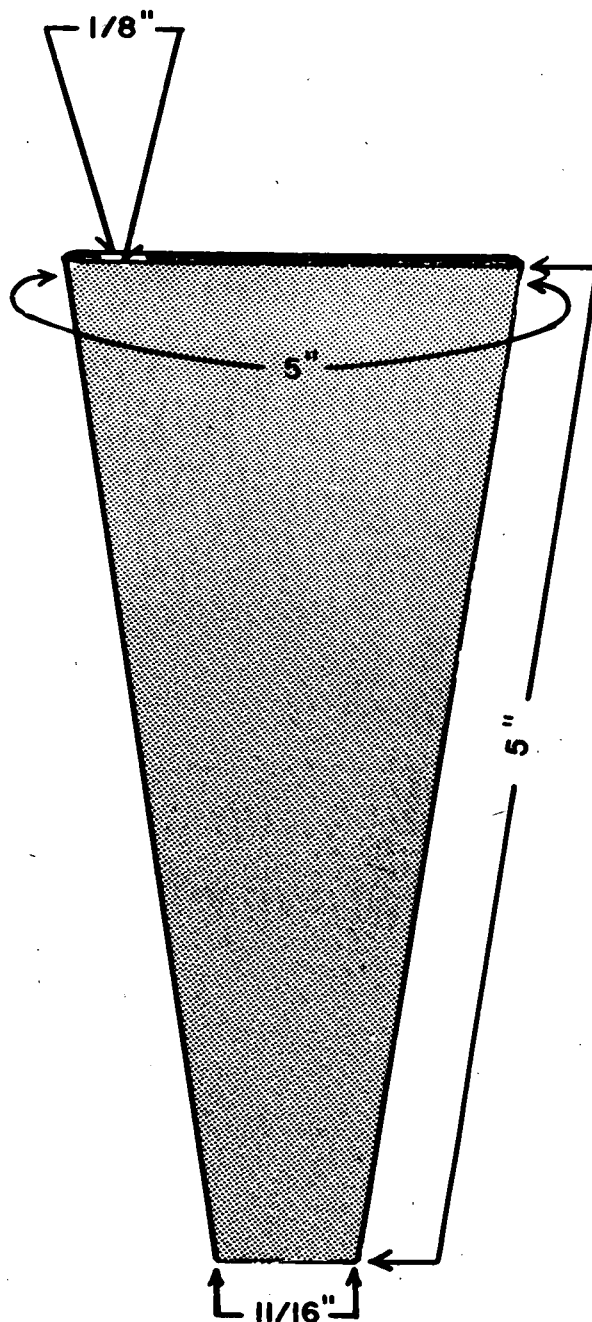


Figure E-1. Flat nozzle for 10-pound disperser.

*a. Filling.* A small funnel with a stem of approximately 1/2-inch diameter is necessary to fill these dispersers with the authorized micropulverized powder form of riot control agents or the inert technical talc powder.

*b. Pressurizing.* Both dispersers may be pressurized to an operating pressure of approximately 90 p.s.i., which is the capacity of the air compressor on a 2 1/2-ton truck. If the situation permits, they may be pressurized by an air pump of the type found in service stations. Usually, though, all that is required is a 2 1/2-ton truck air compressor and valve stem adapter because the gauges found on these dispersers indicate exactly how much pressure is contained.

**E-4. Operation**

The weight and size of the 2 3/4-pound and 10-pound field expedient riot control agent dispersers facilitate carrying and operating them. They are most useful when—

- a.* Personnel are wearing or carrying normal items of equipment.
- b.* The agent is disseminated through the recommended flattened-type nozzle with a lateral spraying motion from near waist level.
- c.* Aimed at the point or front of a target group at the same time baseball-type grenades or launched-type grenades are thrown or being projected to press the flanks or loosen up the rear of the target group.
- d.* Dispersers are positioned throughout the riot control formation to enhance the psychological

effect or to increase the amount of riot control agent concentration.

**E-5. Decontamination**

*a.* Decontamination of both the 2 3/4-pound and 10-pound field expedient riot control agent dispersers must be as thorough as that for any of the standard riot control agent dispersers.

*b.* The body of the disperser requires a thorough washing in warm soapy water followed by rinsing with clear water. It is then allowed to air dry.

*c.* The firing assembly should be removed, blown out with compressed air, and wiped clean. It must not be immersed in water because of possible damage to the pressure gauge.

**E-6. Maintenance**

Both the 2 3/4-pound and 10-pound field expedient riot control agent dispersers may be serviced by personnel with very little training or special equipment. Occasionally—

- a.* A small rubber gasket may require replacing.
- b.* The rubber hose on the 10-pound disperser may deteriorate or crack due to extremely hot or cold weather.
- c.* The valve stems may require thorough cleaning.

**E-7. Comparison Data**

Tabulated data below compares the Riot Control Agent Disperser, Portable, M3, to the 2 3/4-pound and 10-pound field expedient type riot control agent dispersers. All data is approximate.

	2 3/4 lb	10 lb	M-3
<i>a.</i> Range (in still air) .....	15 ft	40 ft	40 ft
<i>b.</i> Duration of Firing (single bursts) .....	4 sec	8 sec	19 sec
Several Short Bursts (3-4 seconds) .....	6 sec	13 sec	30 sec
<i>c.</i> Maximum Pressure .....	150 psi	240 psi	2, 100 psi
<i>d.</i> Maximum Operating Pressure .....	90 psi	90 psi	80 psi
<i>e.</i> Effective Operating Pressure .....	90 psi	90 psi	70 psi
<i>f.</i> Minimum Operating Pressure .....	60 psi	60 psi	65 psi
<i>g.</i> Weight (empty) .....	2 lbs	10 lbs	47 lbs
<i>h.</i> Weight (filled and charged) .....	3 lbs	14 lbs	55 lbs
<i>i.</i> Cloud travel distance (downwind) .....	150+ M	200+ M	200+ M
<i>j.</i> Area Coverage .....	2, 000 M <sup>2</sup> (150Mx22M)	4, 500 M <sup>2</sup> (200Mx22M)	4, 800 <sup>2</sup> (200Mx24M)
<i>k.</i> Time required to fill and pressurize .....	6 min*	12 min*	28 min*

\*Time will vary with training and experience of personnel involved.

Note: The above figures (i-j) were obtained by firing the disperser with following winds of approximately 10 to 12 mph. Extremes of temperature have no appreciable effect on the operation of the dispersers.

## APPENDIX F

## PROCLAMATIONS, LETTERS, AND ANNOUNCEMENTS

## Section I. PROCLAMATIONS

## F-1. Forms of Proclamations

The forms in the following paragraphs are for guidance only. Wherever time permits, the military commander obtains clearance from higher authority as to the exact language of the proclamation to be issued. Where this procedure is not practicable, extreme care must be taken to insure that "whereas" clauses of the proclamation accurately report prior Presidential action as to the reason for, and the purpose of, the intervention and the order which has been issued by the President to all persons involved. If the President has issued an Executive order, the form proclamations, directives, and letters should refer to it.

## F-2. Value of a Military Proclamation

A proclamation is considered an excellent medium to make known to a crowd the intentions of the military commander. In some instances the proclamation makes further action unnecessary. A proclamation puts the population on notice that the situation demands extraordinary military measures, prepares the people to accept military authority, tends to inspire respect from lawless elements and supports law-abiding elements, gives psychological aid to the military forces attempting to restore order, and indicates to all concerned the gravity with which the situation is viewed.

## F-3. Federal Aid to Civil Authorities

In the case of Federal aid to civil authorities, the text of the proclamation may take the following form:

WHEREAS, upon the application of the proper authorities of the State of \_\_\_\_\_, the President of the United States has ordered (here state the nature of the order): and

WHEREAS, the President has also by his Proclamation to that effect, commanded all persons engaged in unlawful and insurrectionary

proceedings to disperse and retire peaceably to their respective abodes on or before the hour of \_\_\_\_\_ of the day of \_\_\_\_\_ 19\_\_\_\_, and hereafter to abandon said combinations and submit themselves to the laws and constituted authorities of said State; and

WHEREAS, I, \_\_\_\_\_, have by due and proper orders, been directed to operate within the County or Counties of \_\_\_\_\_, State of \_\_\_\_\_, and particularly within an area described as follows, to wit:

for the purposes aforesaid:

NOW, THEREFORE, I do hereby command all persons to obey the orders of the President of the United States contained in his Proclamation aforesaid, and, for the purpose of more effectively and speedily, and with less loss of life and property, accomplishing the orders of the President to protect said State and the citizens thereof against domestic violence and to enforce the due execution of the laws of said State, I do further proclaim that within the area particularly above described, the following orders shall be observed and obeyed, to wit:

(Here insert orders.)

I do further proclaim and declare that any person violating the orders of the President aforesaid, or my orders hereinabove appearing, will be seized and held by the military authorities for proper disposition; and that acts of force or violence on the part of the civil population will be met with such force necessary to restore order and submission to the constituted authority; and

In order that their lives and their persons may not be endangered, I adjure all people to keep away from all scenes of disorder.

In the name of the President of the United States, I command that you disperse and retire peaceably to your homes.

## F-4. To Enforce Federal Laws and Protect Government Property

a. If the President has directed action to enforce Federal laws and to protect Federal property, and a request from State authorities is *not* involved,

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the text of the commander's proclamation may take the following form:

WHEREAS, by reason of unlawful obstructions, combinations, and assemblages, it has become impracticable in the judgment of the President of the United States to enforce the laws of the United States by the ordinary course of judicial proceedings within \_\_\_\_\_ and particularly within that portion of \_\_\_\_\_ described as follows, to wit:

and  
WHEREAS, the President has also admonished all persons who may be or may come within the areas aforesaid, against aiding, countenancing, encouraging, or taking any part in such unlawful obstructions, combinations, and assemblages, and has warned all persons engaged in or in any way connected with such unlawful obstructions, combinations, and assemblages to disperse and retire peaceably to their respective abodes on or before the hour of \_\_\_\_\_ of the \_\_\_\_\_ of \_\_\_\_\_, 19\_\_\_\_, and has further proclaimed that those who disregard his warning as aforesaid and persist in taking part with a riotous mob in forcibly resisting and obstructing the execution of the laws of the United States, or interfering with the functions of the Government, or destroying or attempting to destroy the property of the United States or property under its protection, cannot be regarded otherwise than as public enemies; and

WHEREAS, I, \_\_\_\_\_, have by due and proper orders, been directed to operate within \_\_\_\_\_ and particularly within the area hereinbefore described, for the purpose aforesaid:

NOW, THEREFORE, I do hereby command all persons to obey the orders of the President of the United States and, for the purpose of more effectively and speedily, with less loss of life and property, accomplishing the order of the President to enforce the laws of the United States and to protect Government property, I do further proclaim that within the above prescribed area, the following orders shall be observed and obeyed, to wit:

(Here insert order and restrictions.)

I do further proclaim and declare that any person violating the orders of the President aforesaid, or my orders hereinabove appearing, will be seized and held by the military authorities for

proper disposition; and that acts of force or violence on the part of the civil population will be met with such force necessary to restore order and to insure the protection of Government property and submission to the constituted authority; and

In order that their lives and their persons may not be endangered, I adjure all people to keep away from all scenes of disorders.

In the name of the President of the United States, I command that you disperse and return peaceably to your homes.

b. If the President has directed action to control a civil disturbance, the text of the commander's proclamation may take the following short form:

WHEREAS, public disorders and riots have passed beyond the control of local authorities; and

WHEREAS, public property and private property are threatened by unruly mobs; and

WHEREAS, community activities have been suspended and there is danger to the public health and safety;

NOW, THEREFORE, I, \_\_\_\_\_, United States Army, by virtue of the authority vested in me by the President of the United States and by my powers and prerogatives as Commanding General of the \_\_\_\_\_ Army, do hereby declare that a grave emergency exists in the city of \_\_\_\_\_, and the areas bounded as follows: \_\_\_\_\_

I hereby command all persons engaged in unlawful and insurrectionary proceedings to disperse and retire peaceably to their respective abodes immediately and abandon all insurrection, domestic violence, and combinations leading thereto.

I further admonish all persons to abstain from any acts which might be injurious to the military forces of the United States.

## F-5. Prior to Employment of Federal Military Forces

Prior to the use of active force, the immediate commander of the troops should make a verbal proclamation similar to the following: "In the name of the President of the United States I command that you disperse and retire peaceably to your homes."

## Section II. LETTERS AND ANNOUNCEMENTS

### F-6. Directive to Subordinate Commander

The following is one of several forms by which the military commander of the area affected by a

civil disturbance may direct what action should be taken by a subordinate commander in employing military forces in an intervention in the United States:

HEADQUARTERS ELEVENTH ARMY  
Office of the Commanding General  
Fort Gordon, Georgia 30905

\_\_\_\_\_  
(Date)

Subject: Use of Military Forces in Connection with Civil Disturbance at

TO: \_\_\_\_\_  
Commanding General  
\_\_\_\_\_

1. The President of the United States has issued a proclamation commanding all persons engaging in the unlawful insurrection and public disorders now existing in the City of \_\_\_\_\_, State of \_\_\_\_\_, to disperse and retire peaceably to their respective abodes immediately, and hereafter abandon said insurrection, domestic violence, and combinations leading thereto. The President has directed the use of such United States military forces as may be necessary to enforce it. Inclosed is a copy of the proclamation and a copy of a letter on the subject addressed to the Governor of the State of \_\_\_\_\_.

2. In accordance with and by authority of the aforementioned proclamation and instructions, you will employ the forces now under your command for the purpose of restoring peace in the areas involved and otherwise to assist the local authorities to restore such order.

3. Your primary mission is to suppress domestic violence and to establish and maintain order in the disturbed areas. Upon the arrival of your troops at the scene of any disturbance, you will make such display of force as is practicable. This alone may have the effect of accomplishing everything desired. Should it prove ineffective, strive to ascertain the leaders in this disturbance and to convince them of the futility of further activities. This may secure their cooperation in ending the disturbances without bloodshed. You will cooperate closely with the City, State, and Federal authorities throughout. Although you are in command and subject to no authority but that of your military superiors, close cooperation with local authorities is specifically enjoined upon you, unless and until such cooperation interferes with the accomplishment of your mission.

4. In the event the rioters fail to obey the President's proclamation and your orders, then you are both authorized and directed to proceed immediately against the rioters in such a way as will most promptly and effectively put an end to the disorders and restore law and order.

5. The measure of your authority is what necessity dictates. Civil functions and procedures should not be displaced or interfered with when they can successfully be employed. Persons taken into temporary custody will ordinarily be turned over to the proper civil authorities as soon as practicable but may be held in military custody as long as necessary to accomplish your mission. Should a writ of habeas corpus issue from a Federal court, you will obey the writ, produce the prisoner, and state in full the reason for restraint. Should a writ of habeas corpus issue from a State court, you will not obey the writ but will make a respectful return stating that the prisoner is held by

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authority of the United States. You will consult with the appropriate Staff Judge Advocate and the United States Attorney. You will report promptly to Headquarters, Eleventh Army, the service of such writs upon and action taken by you.

6. You will keep this headquarters advised as to the situation and particularly as to any unusual development.

(Signed) \_\_\_\_\_  
(Typed) \_\_\_\_\_

2 Incls

- 1. Proclamation
- 2. Copy letter

Lieutenant General, USA  
Commanding

**F-7. DA Letter of Instruction to a Task Force Commander**

of Instruction is shown below. It is emphasized that the content of this Letter of Instruction will depend on the situation and the mission assigned the Task Force Commander.

An example of a Department of the Army Letter

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
OFFICE OF THE DEPUTY OF STAFF FOR MILITARY  
OPERATIONS

Washington, D.C. 20310

OPS OD AOC

SUBJECT: Letter of Instruction

\_\_\_\_\_ (Date)

TO: TASK FORCE COMMANDER

1. ( ) For immediate action by \_\_\_\_\_  
(TF COMMANDER)

2. ( ) This letter of instruction is effective on receipt for planning and preparatory action. It is effective for execution on order of the Chief of Staff, U. S. Army.

3. ( ) You are designated Commander of TF \_\_\_\_\_  
(Name of Task Force)

Your mission is to restore and maintain law and order in \_\_\_\_\_  
(Objective Area)

Initial Army units for TF \_\_\_\_\_ are \_\_\_\_\_. Be prepared  
(Name) (Units)  
to assume command of and employ additional active Army units, and \_\_\_\_\_  
(State)

National Guard units and other NG units which may be federalized under Presidential authority.

a. In carrying out your duties, you will be directly responsible to the Chief of Staff, US Army. You will establish your command post initially at \_\_\_\_\_ and report subsequent locations. You are authorized direct  
(Place, City and State)  
communication with Army, Air Force and Navy installation commanders in the vicinity of your operation.

b. Minimum force, consistent with mission accomplishment, will be used by both military and civilian personnel. Moreover, commanders and their personnel should do whatever is possible to avoid appearing as an invading, alien force rather than a force whose purpose is to restore order with



a minimum loss of life and property and due respect for the great number of citizens whose involvement is purely accidental. For example, while riot control personnel should be visible, force concentrations which might tend more to excite than to calm should be avoided where possible. Personnel must be civil; the use of epithets and degrading language will not be tolerated.

c. The following options are provided as guidance for determining how your troops may be armed to accomplish your mission using the minimum force principle enumerated in the preceding paragraph.

<i>Rifle</i>	<i>Bayonet scabbard</i>	<i>Bayonet</i>	<i>Ammunition magazine/ clip</i>	<i>Chamber</i>
At Sling	On Belt	In Scabbard	In Pouch on Belt	Empty
At Port	On Belt	In Scabbard	In Pouch on Belt	Empty
At Port	On Bayonet	Fixed	In Pouch on Belt	Empty
At Port	On Belt	Fixed	In Pouch on Belt	Empty
At Port	On Belt	Fixed	In the Weapon	Empty
At Port	On Belt	Fixed	In the Weapon	Round Chambered

d. Military personnel will not load or fire their weapons except when authorized by an officer in person; when authorized in advance by an officer under certain specific conditions; or when required to save their lives.

e. Authority to order use of the riot control agents is delegated to you. You are authorized to delegate this authority to commissioned officers at your discretion. Riot control agents should be used to accomplish your mission before live ammunition.

f. You are authorized to use force to prevent looting and to detain persons caught in the act of looting. The amount of force which may be used is that which is reasonably necessary under the circumstances. Warning shots will not be fired; however, when shooting is necessary, shots will be aimed to wound rather than to kill. Looters present a particular problem since women and children may be involved and the articles looted may be of little value. The looter is not necessarily sympathetic toward the views of those who otherwise participate in the disturbance. There is no satisfactory predetermination as to when firearms should be employed to stop looting beyond continued emphasis on the absolute necessity of using minimum force and avoiding the use of firearms except as a last resort and under the rules established here and in paragraphs d and e above.

g. Snipers may also present a particular problem since the normal reflex actions of the well-trained combat soldier are to respond with an overwhelming mass of fire power. Experience indicates that in general this tactic endangers innocent people more than snipers and that the preferred tactic is to enter the building from which sniper fire originates. It also indicates that darkening the streets in order to gain protection from sniper fire is counterproductive. The following general approach should be emphasized in dealing with snipers:

(1) Surround the building where sniper is concealed and gain access, using APC if necessary and available.

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(2) Employ CS initially rather than small arms fire. If CS is not successfully employed, then use well-aimed fire by expert marksmen.

(3) Illuminate the area during darkness.

h. Be prepared to receive assistance from certain active Army forces specifically designated to provide tactical, administrative, and logistical support.

i. Department of Justice (DOJ) representative will be contacted as required for advice on matters of legal policy. DOJ point of contact \_\_\_\_\_, will be located at or near your CP

(Name of Individual)

(exact location to be announced).

j. Presidential representative on the scene is \_\_\_\_\_.

(Name of Individual)

You will be responsive to his instruction and inform the Chief of Staff, US Army, promptly of instructions received and actions taken in accordance therewith.

k. Should a situation arise necessitating the detention of civilian personnel, DOJ personnel, possibly in collaboration with civilian police, will operate and maintain or provide for detention facilities. Whenever possible, U.S. Marshals (or civilian police) should take civilian personnel (ring leaders, violators) into custody. When it becomes necessary for Army personnel to take this action they will immediately seek a U.S. Marshall (or civil policeman) to take over such custody on the spot or at a detention center. In the event the number of civilian personnel taken into custody exceeds the capability of DOJ (or civil police) to detain them, your forces will provide temporary detention facilities until DOJ (or civil police) can continue to receive them.

l. Searches of individuals or private property (including automobiles) may be conducted only after you have determined that such searches are reasonably necessary to the accomplishment of your mission. That determination must be based upon either a review of the evidence forming the basis of the request for the search or your own preliminary investigation. Searches should be conducted by the following personnel in the order indicated, if available:

(1) Municipal law enforcement officials.

(2) Representatives of the Department of Justice.

(3) Task Force personnel.

m. You will cooperate with and assist municipal law enforcement officers to assume their normal roles. In this regard, you will not take orders from state or municipal civil authorities.

n. \_\_\_\_\_ is designated as the Personal Liaison Of-

(Name)

ficer, Chief of Staff, US Army, for this operation and is available for such assistance and advice as you desire. Also, the following DA representatives have been provided to \_\_\_\_\_ as his liaison team:

(Name)

(1) \_\_\_\_\_, Office of Information to guide public information effort.

(Name)

(2) \_\_\_\_\_, a representative of the Office of the Assistant Chief of Staff for Communications-Electronics.

(Name)

(3) \_\_\_\_\_, a representative of the Office of The Provost Marshal General.

(Name)

(4) \_\_\_\_\_, a Judge Advocate General representative, to oversee legal matters.  
(Name)

(5) \_\_\_\_\_, an Assistant Chief of Staff for Intelligence representative, to coordinate intelligence matters.  
(Name)

(6) \_\_\_\_\_, a Deputy Chief of Staff for Logistics representative, to assist in real estate matters.  
(Name)

(7) \_\_\_\_\_, a Deputy Chief of Staff for Military Operations representative, to assist in operational matters.  
(Name)

o. The Assistant Chief of Staff for Communications-Electronics will be responsible for communications facilities between your CP location and the Army Operations Center, Washington, D.C. Direct communication with DA is authorized and directed.

p. You will ensure that DA is fully informed of operations through the submission of:

(1) Interim telephonic reports on major changes or significant events which warrant the immediate attention of Headquarters, DA.

(2) Written situation reports covering a \_\_\_\_\_ hour period, commencing \_\_\_\_\_ hours local time.

4. ( ) Special instructions: TF \_\_\_\_\_ units will remain at their present locations until execution of this operation is directed.

5. ( ) Future teletype correspondence on this operation will be prefaced by the words "Task Force \_\_\_\_\_."

6. ( ) Upon execution, this letter is regraded UNCLASSIFIED.  
(Name of TF)

7. ( ) Acknowledge receipt of this letter to Team Chief, Army Operations Center, Pentagon, Washington, D.C. (OX 50441x215).  
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**F-8. Letter to Local Official**

the military commander of an area affected by a civil disturbance advising a local official that military intervention will be undertaken:

The following is a model form letter for use by

**HEADQUARTERS ELEVENTH ARMY**  
Office of the Commanding General  
Fort Gordon, Ga. 30905

Honorable \_\_\_\_\_  
District Attorney \_\_\_\_\_  
\_\_\_\_\_ District of \_\_\_\_\_

\_\_\_\_\_  
(Date)

Dear Mr. \_\_\_\_\_:

Attached hereto is a copy of a proclamation by the President which was issued in response to a request from the Governor of the State of \_\_\_\_\_ and pursuant to Title 10, United States Code, sections 331 and 334, commanding all persons engaged in the unlawful insurrection and public disorders now existing in the City of \_\_\_\_\_, State of \_\_\_\_\_, to disperse and retire peaceably to their respective abodes immediately, and hereafter to abandon all such combinations leading thereto and to submit themselves to the laws and constituted authority of the State of \_\_\_\_\_.

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General \_\_\_\_\_ has been instructed to employ troops under his command. His headquarters is at \_\_\_\_\_, and he and I, or members of my staff, will be pleased to confer with you so that we may have the benefit of your counsel concerning the situation.

If and when it becomes necessary, all civilians violating Federal and State laws will be detained by the military forces under the command of General \_\_\_\_\_ and turned over to the proper civil authorities. Civilians so detained on your district will be delivered into the custody of the United States Marshal with a view to their prosecution. This subject is brought to your attention in order that you may make proper provision for the disposition of such persons and so relieve the military forces of custody as soon as possible.

Sincerely yours,

(Signed) \_\_\_\_\_

1 Incl  
Proclamation

(Typed) \_\_\_\_\_

*Lieutenant General, USA*  
*Commanding*

### **F-9. Prepared Announcements To Be Delivered to Rioters Over Public Address Systems**

When Federal military forces are ordered to quell a civil disturbance, the commander of the unit at the scene of the disturbance may direct that a proclamation be issued over public address systems. The force of the words used in the proclamation should be gauged to the composition

of the crowd. If the crowd is composed of a group of usually law-abiding citizens but who are presently assembled to show their disagreement with an existing situation, the proclamation would require less force. On the other hand, if the crowd is composed of a militant group of rioters, the proclamation would require more force. The text of the announcements may take the following form:

#### **INITIAL ANNOUNCEMENTS**

##### **1. ATTENTION: ATTENTION:**

"Leave this area at once! We have every means with which to disperse you. We do not wish to cause bloodshed, but we will tolerate no more of this unlawful behavior. Leave this area or we will drive you out with force!"

(Indicate method, streets to be used, and direction crowd is to disperse.)

Leave at once!

**DISPERSE AND RETIRE PEACEABLY!**

**DISPERSE AND RETIRE PEACEABLY!**

##### **2. ATTENTION ALL DEMONSTRATORS:**

The demonstration in which you are participating ends at \_\_\_\_\_. The permit which was agreed to by the leaders of the demonstration expires at that time.

All demonstrators must depart from the \_\_\_\_\_ grounds by \_\_\_\_\_.

All persons who wish to leave voluntarily can board positioned buses. These buses will go to the \_\_\_\_\_. Those who wish to take the buses should move to the west end of the sidewalk.

Those demonstrators who do not leave voluntarily by midnight will be arrested and taken to a Federal detention center.

All demonstrators are urged to abide by the permit.

#### PUBLIC ANNOUNCEMENT

"Return to your homes! Someone may be looting them at this moment! During a disturbance the criminal element is at its highest peak. Your property or your family may be in danger!"

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

(Indicate method, streets to be used, and direction crowd is to disperse.)

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

#### EMPLOYMENT OF TROOPS

**ATTENTION! ATTENTION!**

"Troops are present in this area. They are preparing to advance against you. Disperse peaceably and leave this area. We are determined to maintain order. To avoid injury leave at once."

(Indicate method, streets to be used, and direction crowd is to disperse.)

**DISPERSE NOW AND AVOID POSSIBLE INJURY!**

**DISPERSE NOW AND AVOID POSSIBLE INJURY!**

Repeat until troops are committed. When troops are committed, use the following:

"Troops are advancing now. They will not stop until the crowd is dispersed and order is restored. To avoid injuries leave the area at once. Return to your homes as peaceful citizens. Troops have their orders and they will not stop until the crowd is dispersed. Do not get hurt. Leave the area."

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

#### PRESENCE OF CHILDREN

(To be used in conjunction with other announcements.)

**ATTENTION! ATTENTION!**

"We warn you! Do not attempt to cause further disturbance. Disperse now in an orderly manner. We do not wish to injure children but you cannot continue this disorder! Return at once to your own area."

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

#### TROOPS OPEN FIRE

**ATTENTION!! ATTENTION!!**

"Disperse or the troops will open fire. We are taking this step only because you have left us no alternative. We are pledged to maintain law and

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order and we have tried all other means to stop this disorder. Disperse and return to your homes. To avoid being injured leave at once.”

(Indicate method, streets to be used, and direction crowd is to disperse.)

Local Language Translation (if required)

(The force and intent of the message must not be lost by translation.)

## APPENDIX G

### MARTIAL RULE

#### Section I. INTRODUCTION

##### G-1. Purpose

Absent an overwhelming enemy attack, it is unlikely that Federal martial rule would be imposed. It is doubted that circumstances would ever justify Federal martial rule in a civil disturbance operation. However, in an extreme emergency in which the nation's existence is threatened, Federal martial rule would not only be justified but in the national interest. This appendix will be used as a guide for the administration of martial rule.

##### G-2. Basic Authorities

*a.* Article I of the United States Constitution empowers Congress to declare war and to raise and support armies.

*b.* Article II of the United States Constitution provides that the executive power is vested in the President and that he is the Commander in Chief of the Armed Forces. The President is further enjoined to take care that the laws be faithfully executed.

##### G-3. Definitions

*a. Martial Rule.* Martial rule is the exercise of the military power which resides in the Executive Branch of the Government to preserve order, and insure the public safety in domestic territory in time of emergency, when civil governmental agencies are unable to function or their functioning would itself threaten the public safety (AR 500-50). Usually, *Federal* martial rule is proclaimed upon and by express direction of the President, except that in circumstances involving an extreme

emergency commanders of troops may make the decision to impose martial rule in accordance with the provisions of AR 500-50.

*b. Domestic Territory.* Domestic territory is that area occupied by a friendly, nonbelligerent populace entitled to the protection of the United States Constitution.

*c. Necessity.* Necessity, as used in the field of martial rule, indicates a compelling need for the application of military force to repel or contend with the results of force exerted by action of a belligerent or insurgent.

*d. Writ of Habeas Corpus.* The Writ of Habeas Corpus is a writ issued by a civil court upon proper cause to inquire into the legality of any restraint upon the liberty of a person.

*e. Military Commander.* Military Commander as used in this appendix refers to the military authority who has been designated as the individual responsible for exercising immediate martial rule powers. The terms military commander also applies to commanders of troops who acting without prior authorization from higher authority declare martial rule (AR 500-50).

*f. Martial Rule Tribunals.* Martial rule tribunals (military commissions and provost courts) are courts employed by the military commander to try violators of martial rule proclamations, orders, rules, and regulations, and in addition thereto to try violators of Federal civil and local laws, when civil courts are not open and functioning.

#### Section II. DECLARATION OF MARTIAL RULE

##### G-4. General

Martial rule declared because of a disastrous enemy attack would require the exercise of control by the military of the civil population within the

area not only to restore law and order but also to provide for the relief and rehabilitation of the people, the resumption of industrial production, restoration of a shattered economy, the protec-

tion of life and property, the control of evacuation and traffic, and the prevention of sabotage and other crimes.

## G-5. Nature of Martial Rule

*a. Basic Concepts.* Fundamentally, martial rule is the right of the public to defend itself. When the ordinary civil authorities are inadequate or inappropriate to resist or subdue a public danger, additional force, military in nature, may be applied. Martial rule depends for its justification upon public necessity. Necessity gives rise to its creation, necessity justifies its exercise, and necessity limits its duration; consequently, the extent of the military force used and measures taken depend upon the extent of the disturbance. When dealing with an invasion or enemy attack or a major calamity, the force to be applied and the means used will be proportionately greater than when dealing with a small local riot.

*b. Distinguished from Military Law.* Generally, martial rule is to be distinguished from military law in that martial rule is temporary government by military forces over civilians in domestic territory, while military law is the jurisdiction exercised by military forces over their own members to promote good order and discipline. Confusion of the two is to be avoided.

*c. Distinguished from Military Government.* Generally, military government concerns itself with military control of foreign territory, while martial rule concerns itself with military control of domestic territory. When the Army assumes control over civilians in domestic territory under proclaimed martial rule it is limited, with respect to the measures taken against the civilians, by the Constitution as well as the limits that may be set forth in the declaration of martial rule; on the other hand, military government operations over civilians in foreign territory are not limited by these factors.

*d. Relation to the Suspension of the Privilege of Writ of Habeas Corpus.* One of the fundamental guarantees of personal liberty under the Constitution is the privilege of writ of habeas corpus which assures that a detained person can secure a judicial inquiry into the reasons for his detention, and if insufficient cause is found to exist, he will regain his freedom. It is a civil court remedy for unlawful restraint of liberty. If the privilege of

writ of habeas corpus is suspended during a period of martial rule, the liberty of civilians is placed in the hands of the military authorities rather than the courts. When the privilege of the writ is properly suspended, temporarily at least, no judicial inquiry can be held as to the lawfulness of a restraint or detention imposed upon a person pursuant to martial rule. As the terms martial rule and suspension of the writ are not synonymous in meaning and suspension of the writ is only one of the measures that may, if properly authorized, be employed in the use of martial rule, martial rule may be proclaimed without the suspension of the writ. (See also para G-8b.)

*e. Relation to a State of War or Insurrection.* Martial rule may be used during either an insurrection or a war, but the imposition of martial rule does not in itself create either a state of war or a state of insurrection.

## G-6. Authority To Declare Martial Rule

*a. Constitutional Basis.* Under the authorities cited in paragraph G-2, war powers and the exercise thereof are vested in either Congress or the President. The national war power of the President and Congress acting together is the power to wage war including the imposition of martial rule.

*b. Authority of Congress and President.* Since speed would be of the essence in the event of a domestic emergency as visualized in an atomic or thermonuclear war, the President in all probability would make the initial declaration with perhaps a later declaration by the Congress. The President's power to declare martial rule is implied from the war powers and from other constitutional powers. Furthermore, he is directed to see that the laws are faithfully executed, and he is sworn to protect, preserve, and defend the Constitution.

## G-7. Occasion for the Declaration of Martial Rule

*a. Necessity.* Only those things dictated by necessity, *not expedience*, are justified in a martial rule situation. The fact that martial rule must be tailored to the necessity, its scope modified to meet the needs, its extent qualified for adjustment to the circumstances, strengthens its value as part of the law of the land and an important part in this nuclear era. Martial rule is qualified in the



sense that its scope and extent are limited by the scope and extent of the necessity calling it forth and by the terms and limitations of the proclamation declaring martial rule. In the event of an atomic or thermonuclear attack on the United States, immediate action will be necessary. If it becomes necessary to place the civilian population under military control in order that the operations of the armed forces may proceed unhampered, not only does that action lie within the constitutional power of the Government, but it becomes a constitutional duty.

*b. Action of the President.* After receiving information which indicates a necessity for the imposition of martial rule, the President may declare martial rule in the areas of the country affected. The President will at such time determine those subordinate officials who will be given the task of determining the detailed martial rule measures made necessary by the emergency.

*c. Action by Commander of Troops.* Ordinarily, martial rule will be proclaimed only by express direction of the President. However, the decision to impose martial rule may be made by the local commander on the spot in the event that an extreme emergency requires immediate action and time and available facilities do not permit obtaining prior approval from higher authority (AR 500-50). In a situation where the emergency and time permit, if the commander considers it necessary that martial rule be invoked, he will immediately forward such recommendations with a summary of necessary facts to the Commanding General of the appropriate CONUSAMDW army. The CONUSAMDW army commander will then forward his recommendation to the Department of the Army, through Commanding General, USCONARC. Pending the receipt of instructions from the Department of the Army, the commander of troops may take such action under AR 500-50 as the circumstances of the case reasonably justify. Such action should be prompt and vigorous and designed for the preservation of order and the protection of life and property.

*d. Relations with Civilians.* The military commander will cooperate to the fullest possible extent with Federal, State, and local authorities unless such cooperation interferes with the accomplishment of his mission. The population will be informed of the rules of conduct and other restrictive measures to be enforced by the military.

Persons who are not normally subject to military jurisdiction and who are taken into custody by the military will be turned over as soon as possible to civil authorities. Federal troops ordinarily will be required to exercise the police powers previously in operation in the affected areas, restore and maintain order, maintain the essential mechanics of distribution, transportation, and communication, and inaugurate necessary relief measures. Powers under martial rule will be exercised by direction of the President.

## **G-8. Measures That Can Be Taken**

*a. Purpose.* The immediate specific purpose of martial rule is to restore order so that the normal functioning of the civil authorities can be reestablished. Beyond that point martial rule has no legal justification. Except as is needed to insure the continuance of necessary functions, martial rule does not intend to replace civil administration. Inherent within this purpose is the ultimate subordination of the military to the civil authority.

*b. Temporary Military Rule.* Once martial rule has been declared, the military commander will assume the position of supreme governmental authority over the civilian populace within his area of control to the extent covered in the declaration of martial rule. He will immediately publish a proclamation to this effect. Rules and regulations imposing controls and restrictions will be published immediately by general orders. Police powers throughout the district will be assumed by the military commander. Where the civil courts are closed or unable to function effectively, the military commander will assume their functions by employment of martial rule tribunals. Civilian violators may be detained when considered necessary as a preventive measure. Such violators will be turned over to the civil authorities for trial unless the civil courts are closed or unable to function effectively. The military commander will not suppress the functioning of civil courts where such courts are open and capable of functioning nor will he attempt to suspend or resist the privilege of the writ of habeas corpus. The privilege of writ of habeas corpus will be suspended only by act of Congress or order of the President.

*c. Private Property.* In cases of extreme emergencies in time of war or insurrection, the military commander has the authority to seize, appropriate,

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or impress private property into the public service without going through formal condemnation proceedings (para G-12a).

*d. Regulation of Security Matters.* The military commander should not hesitate to impose security

restrictions, such as the establishment of curfews and blackouts, movement of people, occupation by military forces of places deemed of strategic importance, and temporary detention of suspected individuals.

### Section III. ENFORCEMENT OF MARTIAL RULE

#### G-9. General

The administration and enforcement of martial rule are primary responsibilities of the military as directed by higher commands. Only those acts authorized by the declaration and compelled by necessity will be justified. The constitutional rights of a citizen of the United States will be constantly recognized and protected. A military commander should never lose sight of the limits set forth in the proclamation of martial rule. The measures a military commander takes to carry out his orders, subject to such limits, will be dictated by necessity.

#### G-10. Functions of Civil Courts

*a. Enforcement by Federal Courts.* Where the civil courts are open and functioning and martial rule is in effect, the question as to the means of punishing civilian violators of the edicts of the military commander will arise. Under civilian law, it is normally no offense for a civilian to refuse to obey a military order. This jurisdictional problem was recognized during World War II, and in order to back up the authority of the military commanders on the West Coast, Congress passed a statute imposing a fine of up to \$5,000 or imprisonment for not more than one year, or both, for a violation of military orders in any military area or zone prescribed under the authority of an Executive order of the President, by the Secretary of the Army, or a military commander designated by the Secretary of the Army (18 U.S.C. 1383). Violators were tried in the Federal district courts. This statute is still in effect, and should martial rule be declared throughout the United States, broader legislation of this sort might be enacted by Congress. In any event, the law as it now exists provides the machinery for eventual punishment of civilian violators of rules and regulations under martial rule in the Federal courts where trial by a martial rule tribunal could not be effected.

*b. Assumption.* If the attack of an enemy is so devastating that civil courts are closed or unable to function properly (for example, if they are unable by ordinary legal process to preserve order, punish offenders, and compel obedience to the laws), the military commander would be justified in establishing a system of martial rule courts to preserve order and to punish offenders. Such military courts should be maintained only so long as the need for them exists. The civil courts will not be suppressed once they are again open and capable of functioning.

*c. Suppression.* Only an extreme emergency and dire necessity will warrant suppression of the civil courts. In the absence of such extreme conditions, the military commander will not replace open and functioning civil courts with martial rule courts.

*d. Release of Violators to Civil Authorities.* Although the civil courts are open and functioning and the privilege of the writ of habeas corpus has not been suspended, the military authorities may legally detain civilian violators of martial rule. The period and type of detention will be only that which is necessary to insure efficient military operations under the circumstances. Such civilians will be released to the civil authorities for punitive action as soon as conditions permit.

#### G-11. Interference with the Person

*a. Suspension of the Privilege of Writ of Habeas Corpus.* The privilege of writ of habeas corpus may be suspended in cases of rebellion or invasion when the public safety requires it. Such suspension will be by act of Congress or order of the President. In the absence of an act of Congress or proclamation of the President suspending the privilege of writ of habeas corpus, a military commander will obey writs issued by Federal courts unless he is confronted with an extreme situation making it impossible for him to do so in view of his military duty and mission.

(1) The military commander will avoid friction with the courts when served with a writ of habeas corpus. He will make every attempt to find a path that may be taken which will not harm military operations and yet will allow the courts to perform their duties. However, a writ of habeas corpus issued by a judge of a State court will not be honored if the person seeking the writ is being held under the authority or claim and color of the authority of the United States.

(2) In any event, if a member of the Armed Forces is served with process, whether issued by a Federal or State court, seeking the release of a person in his custody, he will make an expeditious report of the matter to his superior authority. The hearing or inquiry called for under the writ is not one on the merits of the case but rather to determine whether there are sufficient legal grounds for the restraint.

*b. Preventive Detention.* In the event of an enemy attack or insurrection the military commander will be authorized to arrest and detain rioters, looters, or other troublemakers among the civil populace. This preventive measure will be used only as necessary to restore law and order. The prisoner ordinarily will either be released when order is restored or turned over to the civil authorities for trial.

### **G-12. Seizure of Private Property**

*a. General.* Occasions will arise in cases of extreme necessity in time of war or insurrection in which private property may be impressed into the public service, or may be seized or appropriated to the public use, without going through formal condemnation proceedings. The necessity must be imperative and immediate, as in the case of seizure of property needed to construct defense against an impending attack or of food and medicine which are urgently required. If such occasion should arise, an itemized receipt for the seized property should be made in duplicate. In time, the Government will ordinarily make full compensation for the property taken.

*b. Industrial Disputes.* After a devastating atomic or thermonuclear attack, it will be of the utmost importance that the nation's industrial capability be harnessed to provide needed war materials. In the event of a labor dispute which hampers such production, it may become necessary for the President to order the seizure of the in-

dustrial facility affected. The military commander will, in the event of such labor dispute, immediately make the facts known to the commander of the appropriate CONUSAMDW army for report and recommendation to Department of the Army. The industrial facility involved will not be seized by the military unless and until the President has ordered such action.

### **G-13. Liability for Martial Rule Acts**

*a. General.* Although there is the possibility of civil suits or criminal prosecutions for martial rule acts, during or after the acts have taken place, the determination of a liability, if any, is not based on a so-called position that such a potential liability is simply one of the risks of the business. Present Federal law provides that if a civil or criminal prosecution is begun in a State court against a member of the Armed Forces for an act done in execution of his duties, the action may be removed to a Federal district court for trial. In addition, there are possibilities of indemnity by private act of Congress and of presidential pardon. To assist in avoidance of liability, members of the Armed Forces should follow the principle of using only such measures and force as are reasonable and demanded by necessity. To assist in successfully defending against such litigation that might arise, members of the Armed Forces should make and keep a full record of information concerning the necessity which gave rise to the particular martial rule action.

*b. Civil Liability.* It is imperative that Army personnel be aware of the possibility that liability to pay damages by judgment of a civil court may result from unauthorized or improper martial rule acts in giving or carrying out an order. Generally, the person giving an order will be held liable only if he has acted contrary to his orders or has manifestly abused his discretion. A member of the Armed Forces will not be liable for injuries to another caused by his acts under martial rule if such acts were done in good faith and were reasonably necessary for the execution of a command issued by a superior, provided that the command either is lawful, or, if unlawful, is not so obviously unlawful that its illegality is easily recognizable by any reasonable man.

*c. Criminal Liability.* The rules of criminal lia-

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bility of superior and subordinate are much the same as those applying to civil liability. Generally, however, only those acts which constitute a

reckless or malicious use of unnecessary force will subject a person acting under martial rule to criminal liability.

## Section IV. MARTIAL RULE TRIBUNALS

### G-14. General

In a situation where the Army is properly called upon in a domestic emergency, the last and most extreme step should be the setting up of military tribunals to try offenders. This step is not an inevitable incident of the resort to military aid in support of the civil power; however, it should be taken if necessity requires. Nevertheless, under the authority of martial rule when properly invoked, situations may arise in which the trial of civilians by military tribunals would be proper. Martial rule tribunals are but instrumentalities for the efficient execution of the war powers, and their authority rests on the same basis as does martial rule itself.

### G-15. Types of Martial Rule Tribunals

Martial rule tribunals consist of two types: Military commissions and provost courts. These tribunals are not to be confused with courts-martial which enforce military law within the Armed Forces. Although courts-martial and their procedures are authorized and prescribed by statute, the authority for establishing military commissions or provost courts may be merely an order of a competent military commander.

*a. Military Commission.* Serious offenses are tried by a military commission which is normally composed of commissioned officers in the military service. The composition and procedures of a military commission closely resemble those of a general courts-martial which may be used as a guide.

*b. Provost Court.* Minor offenses are brought before a provost court, which is generally composed of only one member and has limited, punitive jurisdiction similar to a police court in civil government.

### G-16. Rules of Operation

In general, trial procedures and the broad framework of the rules set forth for courts-martial are followed by martial rule tribunals so far as possible and practicable. In this connection, martial rule tribunals are bound by the rules governing trials by courts-martial only if competent higher authority has not prescribed other rules. A difference may be noted that in the case of a trial by general courts-martial, specified procedural matters, being statutory, are mandatory so that their omission could nullify the trial, whereas, in the case of a military commission, any such deviation would not necessarily have that effect, except where provisions of the Uniform Code of Military Justice are specifically applicable to military commissions.

*a. Law Applied.* Where civilian violators of Executive rules and regulations, including edicts of the military commander, may be punished in the Federal courts as violators of Federal law (para G-10a), and such courts are open and functioning, then a martial rule tribunal is without jurisdiction. There is no separate *statutory* code setting forth the law to be enforced by martial rule courts.

*b. Trial and Review Procedure.* See example 1 in paragraph G-20.

## Section V. DETAILS OF ADMINISTRATION

### G-17. General

In the event martial rule is proclaimed, numerous problems of command and administration peculiar to a particular martial rule situation will arise. Although the ultimate direction of the actions taken will be dependent upon the exact wording of a Presidential proclamation and the

instructions that will be issued by the Commanding General, USCONARC, the contemplated details of administration as set forth in this section should assist the military commander in the accomplishment of his mission by throwing a practical light on the actual mechanics of administering martial rule.

### G-18. Proclamations

The proclamation of martial rule is not absolutely necessary to validate measures taken under martial rule. The proclamation must be regarded as a statement of an existing fact, rather than the legal creation of that fact. However, the formal proclamation has the practical value of putting the public on notice that the situation demands extraordinary military measures and restrictions broader than those ordinarily enforced by the civil authorities, and it tends to prepare the civilian population to accept military authority as their temporary government as necessity may require in the area concerned.

### G-19. Organization for Martial Rule

*a. Staff Structure.* After the military commander assumes control, it will be necessary for him to establish some form of organization to carry out his martial rule duties. The smallest organizational structure compatible with the task should be used.

*b. Extent of Control.* If the military commander, who originally assumed control, should be transferred prior to termination of martial rule, a proclamation will be published announcing to the public the change of command. In the event of *partial* return of control and power to civil authorities prior to termination of martial rule, a proclamation will be published stating those matters over which military control is to be relin-

quished, and those matters over which the military commander is to retain control.

### G-20. General Orders

*a.* A military commander exercising martial rule powers will issue his rules and regulations to the civil populace by means of general orders. As these general orders will be the statute books of martial rule in the area affected, they will be given wide publicity, not only by posting but also by reproduction in newspapers in the area and by other available media, such as radio and television, so that those who are to be governed by the general orders will have notice of their provisions. These general orders will be drafted in such a manner as to be easily understood by the average civilian; they will not contain retroactive provisions; and their stated effective date will be sufficiently advanced so as to enable orderly compliance. Among subjects of control under such general orders may be: Firearms; blackout and curfew; control of labor; censorship; recreational facilities; aliens; civilian security; communications; conservation of equipment and supplies; health and welfare; identification and regulation for individuals; and military areas.

*b.* To avoid unnecessary friction and to serve the principal purpose of martial rule, the general orders should be prepared in accordance with the principal of reasonable necessity and they should be administered with fairness and justice to all. Martial rule will be administered with a view to the restoration of order and the ultimate return of civil government.

## Example 1. Recommended Rules Governing Army Martial Rule Tribunals' Trial and Review Procedures

-----  
(Headquarters)  
-----

(Place)  
-----

(Date)

### MARTIAL RULE TRIBUNALS' TRIAL AND REVIEW PROCEDURES

Subject to any applicable regulations prescribed by the President or any other competent authority, all military commissions and provost courts, for the trial of any offenses within their respective jurisdictions, will be guided by the applicable principles of law and rules of procedure and evidence prescribed by the *Manual for Courts-Martial, United States, 1968*, insofar as possible and practicable as determined by the appointing authority, EXCEPT that the following prescribed rules of operation shall be observed, to wit:

#### 1. Military Commission

*a. Jurisdiction.* A military commission has jurisdiction over all crimes and offenses cognizable under martial rule.

*b. Appointing Authority.* Any commanding officer who is vested with general court-martial jurisdiction may appoint and convene a military commission in a martial rule situation.

*c. Composition.* A military commission in the army area shall consist only of commissioned officers of the Army and there shall be not less than five in number if the commission is not limited with respect to the sentence it may impose in a particular case. However, if the authority of the commission in any particular case is limited to sentences not including death, confinement for more than 10 years, or a fine of more than \$10,000, the court may be composed of less than five members but not less than three. In either case the members should be experienced and prudent persons of judicial temperament. In addition to the members of the commission, there shall be appointed a law officer who should be a person with considerable legal background and experience. In the case of a military commission with unlimited authority to impose punishment, the law officer will have the same qualifications prescribed by the MCM for a law officer of a general court. Further, a trial counsel and a defense counsel both of whom should be lawyers shall be appointed. Any accused shall be given opportunity to be represented by counsel provided by himself. Civilian counsel will not be provided at the expense of the Government.

*d. Challenges.* One preemptory challenge for each accused shall be accorded. Challenges for cause shall be entertained in order that the proceedings may be conducted with impartiality and good faith.

*e. Oaths.* The oaths, with such changes and substitutions in wording as may be necessary, as prescribed in the MCM shall be used; and they shall be taken by the members of the commission, the law officer, appointed counsel, witnesses, reporter, and interpreter, if any, at the time they are appointed, and such oaths need not be repeated for the trial of each new case.

*f. Charges.* Charges shall be prepared on DD Form 458, Charge Sheet, and signed by the accuser or a person occupying an official position. A formal

investigation is not required, although a fair and adequate investigation should be made. Before referring any charge for trial, the appointing authority should refer the case to his staff judge advocate or legal adviser for consideration and advice. This shall not be construed as requiring the personal consideration or action of the appointing authority. With respect to the circumstances then existing, the accused will be served with a notice of the charges within a reasonable time in advance of the trial.

*g. Conduct of Proceedings.* In extreme circumstances that may exist during a martial rule situation, it will be permissible, due to necessity, to relax the strict application of the rules of procedure and evidence, but only to the extent that may be reasonably necessary, but not to the extent of injuriously affecting the substantial rights of the accused or the interest of the Government. In any event, the conclusion reached by the commission shall always be based on relevant evidence.

*h. Sentence.* In each case, sentence, if any, should be commensurate with the offense committed. Military commissions will be bound by any applicable limits of punishment contained in martial rule orders and regulations. In the absence of such limitations, the limits of punishment prescribed for similar offenses by the laws of the place where the offense was committed, by the laws of the United States, or by the MCM will be used as a guide. Subject to express authority of the army commander, no death sentence shall be imposed unless there also be a verbatim record.

*i. Record.* A military commission shall, if possible and practicable, keep a verbatim record of its proceedings. If facilities due to extreme circumstances for keeping such record are not available, the record shall be in summary form. In either event, three copies of the record will be prepared. Each record of trial by a military commission will be authenticated by the law officer and filed with and maintained by the appointing authority, unless otherwise directed by higher competent authority.

*j. Procedure after Trial.* The record shall be referred to the staff judge advocate or legal adviser for advice and recommendation before the appointing authority or his deputy acts on the findings and sentence. Either of these officials acting alone has the usual judicial powers of an authority appointing and convening military courts with respect to the proceedings, findings, and sentence. Either may in his initial action modify the findings or sentence in any manner, except that the sentence may not be increased nor may a finding of not guilty be changed. All sentences, except those extending to death, may be ordered into execution in the initial action of the appointing authority or his deputy without further review. Either the appointing authority or his deputy may, in the initial action on a case, approve, disapprove, or otherwise nullify or modify the findings or may order a new trial or rehearing or proceedings in reconsideration and revision, EXCEPT that in no case may a specification upon which there has been a ruling or finding of not guilty be returned to a court. Either the appointing authority or his deputy may, in the initial action on a case, approve or disapprove, in whole or in part, order into execution (except an approved sentence to death), suspend, remit, mitigate, commute, or otherwise nullify or modify the sentence. At the time of the initial action, and at any time subsequent thereto, either the appointing authority or his deputy may take clemency action with respect to the sentence. Once a death sentence has been confirmed and ordered executed by the Presi-

dent of the United States, the appointing authority or his deputy will have the sentence carried into execution. No appeal from the final action of the appointing authority or his deputy is authorized, except in the event the sentence is one of death, confirmation by the President shall precede its execution. The accused shall be afforded an opportunity and permitted to petition the appointing authority for a hearing in connection with the review of the record of his case, however, the action of the appointing authority or his deputy is final and no further review is authorized. The provisions of the MCM, relating to review by the Court of Military Appeals, or the Boards of Review, have no application in a martial rule situation.

*k. Publication of Result of Trial.* An order will be issued by the appointing authority promulgating the result of trial by a military commission, showing the action thereon; and such order will be published by serving a copy upon the person tried and by posting it in at least three public places within the vicinity of the place of trial or where the incident subject to trial occurred. However, if the sentence is one of death, the order shall state specifically that such sentence is subject to review and action thereon by the President.

## 2. Provost Court

*a. Jurisdiction.* A provost court shall have jurisdiction over all crimes or offenses cognizable under martial rule. However, its punishment power shall be limited to sentences that do not include death, confinement for more than one year, or a fine of more than \$1,000.

*b. Appointing Authority.* Any commanding officer, who is vested with summary court-martial jurisdiction, and who has been designated and authorized by competent authority to so act, may appoint a provost court in a martial rule situation.

*c. Composition.* A provost court shall consist of only one member, who shall be a commissioned officer of the Army and who should have a legal background. It shall not be necessary for a provost court to appoint counsel for the accused, nevertheless, the accused will be afforded the opportunity to be represented by counsel if he is provided by the accused.

*d. Charges.* Charges shall be prepared on DD Form 458, Charge Sheet, and signed by the accuser or a person occupying an official position. No pretrial investigation or pretrial legal advice is required. The accused shall receive notice of the charges a reasonable time in advance of trial, taking into consideration the situation and conditions then existing.

*e. General Procedure.* The provost court will not be subject to challenge. The rules as to oaths and evidence and the right of the accused to produce evidence and witnesses and to cross-examine witnesses shall be similar to those provided for a military commission.

*f. Sentences.* Provisions relating to sentences and limitations thereon, as heretofore set forth for a military commission, shall obtain and apply as to a provost court, provided, however, the sentence of a provost court shall not include death, confinement in excess of one year, or a fine of more than \$1,000.

*g. Record.* A summarized record of the evidence considered by a provost court will be prepared, authenticated by the provost court officer, and attached to the original charge sheet, arrest papers, order of findings and sentence of the court, together with any other papers filed in the case, to constitute the record of trial. A docket shall be maintained by the provost court showing all



cases tried and filed, with docket entries of the nature of the case and action taken. The record of trial will be forwarded to and maintained by the military commander of the martial rule district.

*h. Procedure after Trial.* No legal review after trial is required, nevertheless, the accused shall be afforded an opportunity to petition the appointing authority for a review of the record of his case.

*i. Publication of Result of Trial.* An order will be issued by the appointing authority promulgating the result of trial by a provost court; publication and distribution of such order will be made in a manner similar to that provided for publication of the result of trial by a military commission.

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(Name)

(Grade)

Commanding

**Example 2. Organization for Martial Rule**

(HEADING)

General Orders }  
Number }

(Date)

## ORGANIZATION FOR MARTIAL RULE

**1. Organizational Structure**

The Executive Section functions on behalf of the military commander in carrying out all policies and operations of martial rule. It has the coordinating control of military commissions, provost courts, and alien property and acts as a final clearing house in establishing policies for the Coordinating Sections, which are Civilian Defense, Food Control, Labor Control, Materials and Supply Control, Waterborne Cargo and Passenger Control, and Air and Land Transportation Control.

The following sections function directly under the Executive Section and have no direct connection with Coordinating Sections:

ADVISORY COMMITTEE  
LAW ENFORCEMENT  
MILITARY COMMISSIONS  
PROVOST COURTS  
LEGAL ADVISER  
SPECIAL CONSULTANTS  
ALIEN PROPERTY CONTROLLER  
PUBLIC INFORMATION  
PERSONNEL  
FINANCE  
MORALE

The functions of these sections are as follows:

*Advisory Committee* shall consult with and advise the military commander on all matters of general policy.

*Law enforcement* shall carry out designated functions as prescribed by law and by orders of the military commander.

*Legal Adviser* shall render legal advice to the military commander and the Executive Section.

*Alien Property Controller* shall be responsible for the custody and control of all property commandeered, confiscated, or otherwise received from any alien. He shall perform these duties until such time as an alien property custodian is appointed under Federal authority.

*Public Information* shall issue such press releases and other information to the public as ordered from time to time by the military commander.

*Personnel* shall procure the necessary personnel for office operation.

*Finance* shall handle all matters of finance connected with office operations.

*Morale* shall handle all matters involving the public's morale.

**2. Planning and Priorities**

Under the direction of the military commander, the Director of Planning and Priorities controls, coordinates and supervises the activities of the six

directors of the coordinating sections hereinafter provided for and establishes priorities in all matters coming under their supervision.

The Director of Planning and Priorities will be assisted by an Advisory Board consisting of the six directors hereinafter provided for, altogether with any additional personnel desired by the military commander.

The Director of Civilian Defense recommends to the military commander such rules and regulations as he deems necessary and proper, and when so directed by the military commander, administers such regulations as may be published.

To the extent directed by the military commander, the Director of Civilian Defense—

Supervises and coordinates the Civilian Defense Corps, consisting of fire wardens, air raid wardens, rescue and demolition squads, gas wardens, and such other warden services as may from time to time be approved.

Supervises the housing, billeting, emergency feeding, and clothing and relief of all civilian evacuees, evacuated to points within the \_\_\_\_\_, and of such military evacuees as may be requested by the military authorities.

Supervises emergency medical and ambulance services, first aid stations, emergency hospitals (other than those established by . . . ), and the procurement of medical supplies and equipment for the same and the management of blood and plasma banks.

Makes adequate provision for public air raid shelters and trenches and disseminates information relative to the protection of persons and property against the effects of air attacks by the enemy.

The Director of Food Control recommends to the military commander such rules and regulations as he deems necessary and proper, and when directed by the military commander, administers such regulations as may be published. To the extent directed by the military commander, the Director of Food Control—

Supervises and coordinates the production, storage, distribution, price, and sale of foods throughout the \_\_\_\_\_, exclusive of foods consigned to or by

(place)  
Armed Forces supply services. (The term "foods" as used in this order shall include, without prejudice to the generality of the foregoing, livestock, poultry, livestock and poultry feeds, and agricultural seeds.)

Supervises and coordinates the importation and exportation of foods, exclusive of foods consigned to or by armed services supply services, into and out of the \_\_\_\_\_, subject to the allocation of cargo space by the military commander.

The Director of Labor Control recommends to the military commander such rules and regulations as he deems necessary and proper, and when so directed by the military commander, administers such regulations as may be published. To the extent directed by the military commander, the Director of Labor Control—

Makes plans for the procurement, augmentation, and distribution of labor available within the \_\_\_\_\_.

(place)  
Investigates and mediates such labor disputes as are referred to him by the military commander.

The Director of Materials and Supply Control recommends to the military commander such rules and regulations as he deems necessary and proper, and when so directed by the military commander, administers such regulations as may be published. To the extent directed by the military commander, the Director of Materials and Supply Control supervises and coordinates the

importation, exportation, distribution, and sale of all commodities the supervision of which is not otherwise specifically designated herein, exclusive of supplies consigned to armed services supply services.

The Director of Waterborne Cargo and Passenger Control recommends to the military commander such rules and regulations as he deems necessary and proper, and when so directed by the military commander, administers such regulations as may be published. To the extent directed by the military commander, the Director of Waterborne Cargo and Passenger Control—

Supervises and coordinates dockage, stevedoring, and other facilities necessary to expedite the handling of cargo and passengers at the docks of the ports of \_\_\_\_\_

(names)  
Supervises the disposition of all cargo until removed from the docks of such ports.

The Director of Air and Land Transportation Control recommends to the military commander such rules and regulations as he deems necessary and proper, and when so directed by the military commander, administers such regulations as may be published. To the extent directed by the military commander, the Director of Air and Land Transportation Control—

Coordinates air, rail, and motor transportation with \_\_\_\_\_ and makes (place) recommendations to the military commander relative to priorities in the use thereof. Supervises and coordinates the operation of all common carriers, taxicabs, and other air and land vehicles carrying passengers for hire.

**3. Appointments**

The following appointments to the offices indicated are hereby made:

- \_\_\_\_\_—Director of Planning and Priorities.  
(name)
- \_\_\_\_\_—Director of Civilian Defense.  
(name)
- \_\_\_\_\_—Director of Food Control.  
(name)
- \_\_\_\_\_—Director of Labor Control.  
(name)
- \_\_\_\_\_—Director of Materials and Supply Control.  
(name)
- \_\_\_\_\_—Director of Waterborne Cargo and Passenger Control.  
(name)
- \_\_\_\_\_—Director of Air and Land Transportation Control.  
(name)

FOR THE COMMANDER:

\_\_\_\_\_  
(Name)  
\_\_\_\_\_  
(Grade)  
Chief of Staff

## APPENDIX H

### STAFF OFFICERS CHECKLISTS FOR CIVIL DISTURBANCES

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#### CHECKLIST 1

##### G1/S1 MAJOR AREAS OF STAFF RESPONSIBILITY

1. The G1/S1 has staff supervision over the following:
  - Adjutant General, including Postal Officer.
  - Chaplain.
  - Finance Officer.
  - Provost Marshal.
  - Surgeon.
2. The G1/S1 coordinates with the following members of the commander's personal staff over whom he exercises *no* staff supervision:
  - Inspector General.
  - Staff Judge Advocate.
  - Information Officer.

##### G1/S1 MAJOR AREAS OF RESPONSIBILITY

1. Maintenance of Unit Strength
  - a. Strengths committed to the area of operations.
  - b. Personnel records.
  - c. Replacements for the area of operations.
2. Personnel Management
  - a. Personnel procedures.
  - b. Handling of detainees in conjunction with civil authorities.
3. Morale and Welfare
  - a. Personal services provided by the unit and available in the area of operations:
    - (1) Rest and recreational facilities.
    - (2) Character guidance and religious activities.
    - (3) Postal service.
    - (4) Special service activities.
    - (5) Exchange services.
    - (6) Financial services.
    - (7) Legal Services.
    - (8) Medical services.
  - b. Decorations and awards.
4. Discipline, law and order, with special emphasis on directives published for civil disturbance control operations.
5. Headquarters Management.
6. Safety programs to include special consideration for operations in cities.
7. Personnel aspects of estimates, plans, orders, and reports.
8. Administrative matters not assigned to another Staff Officer in civil disturbance control operations.
9. Casualty reporting.
10. Preparation of personnel and administration portion of unit SOP.

## CHECKLIST II

## G2/S2 MAJOR AREAS OF STAFF RESPONSIBILITY

1. Production of intelligence
  - a.* Preparation of plans and orders for collection of information, to include aerial reconnaissance and surveillance units and local authorities.
  - b.* Recommendation of essential elements of information and other intelligence requirements with emphasis on leaders and subversive activities.
  - c.* Supervision and coordination of information collection activities (to include all civilian agencies).
  - d.* Integration of information collection effort provided by civilian, other services, and other elements of Federal forces.
  - e.* Weather data collection.
  - f.* Processing of information into intelligence.
  - g.* Determining map requirements through coordination with force staff.
2. Use of intelligence and information :
  - a.* Estimate of the effects of the characteristics of the area of operations on the courses of actions, to include identification of landing zones for aircraft and helicopter.
  - b.* Estimate of mob capabilities and vulnerabilities, including probable courses of action of large groups of civilians.
  - c.* Preparation of intelligence estimates, annexes, reports, summaries, and studies.
  - d.* Dissemination of information and intelligence to all agencies.
3. Counterintelligence: protection of sensitive information against unauthorized disclosure to the local population.
4. Requisition and distribution of maps and aerial photography of the community.
5. Preparation of order of battle information.
6. Preparation of intelligence portion of SOP.

## CHECKLIST III

## G3/S3 MAJOR AREAS OF STAFF RESPONSIBILITY

1. Organization
  - a. Compilation of troops lists.
  - b. Requests for assignment or attachment of tactical, tactical support, and administrative support units or teams.
2. Training
  - a. Preparation and execution of training programs, and the planning and conduct of field exercises.
  - b. Determination of requirements for training aids, facilities, and training ammunition.
  - c. Planning for, and conduct of training inspections and tests.
  - d. Organization and conduct of schools, and compiling training records and reports.
3. Operations
  - a. Preparation of operations estimate.
  - b. Preparation and publication of operations plans and orders to include instructions on degrees of force to be used.
  - c. Close supervision and coordination of riot control operations.
  - d. Review of plans for the following operations: road blocks and barricades, riot control munitions, communication in buildup areas, and civil affairs in the absence of a G5/S5.
  - e. Designation of command post areas collocated with police headquarters whenever possible.
  - f. Tactical troop movements, with emphasis on security and selection of routes and times of movement.
4. Preparation of Operations portion of SOP.
5. Coordination of Civil Affairs activities (See App VI) if no G5/S5 section is assigned.

CHECKLIST IV

G4/S4 MAJOR AREAS OF STAFF RESPONSIBILITY

1. Supply
  - a. Requisition, store, and issue authorized special items of equipment.
  - b. Requisition, procurement, storage, security, distribution and documentation of all supplies.
  - c. Issue in accordance with allocations those weapons and munitions which are regulated, or critical items of supply.
  - d. Collection and disposition of excess salvage, surplus, and confiscated material such as privately owned weapons and ammunition.
2. Medical Services  
Medical supply and maintenance.
3. Transportation and troop movements.
  - a. Administrative movement of personnel and materials.
  - b. Movement control in the area of disturbance.
  - c. Preparation of march order annexes and loading plans.
4. Service
  - a. Establishment of priorities for logistic support.
  - b. Maintenance and repair of supplies and equipment.
  - c. Food Service
  - d. Bath/shower.
  - e. Laundry.
  - f. Billeting.
  - g. Sanitation.
  - h. Real estate and facility acquisition.
  - i. Transportation.
5. Miscellaneous
  - a. Logistic administration, including preparation of logistic estimates, plans, and reports.
  - b. Preparation and distribution of administrative orders.
  - c. Logistic support of civil affairs policies.
  - d. Area damage control.
6. Preparation of Logistic portions of unit SOP.



## CHECKLIST V

## G5/S5 MAJOR AREAS OF STAFF RESPONSIBILITY

1. The degree of military control, and the scope of the activities of the military commander in each of the areas indicated for which the G5/S5 has staff responsibility, are dependent on the authority vested in the military commander as outlined in the letter of instructions for the particular operation.
2. The G5/S5, when assigned to a staff, is the principal staff assistant to the chief of staff in matters pertaining primarily to the civilian population, its government, economy, and institutions in the area of operations. In addition, he has the responsibility for providing to other staff officers advice and assistance concerning the civil affairs aspects of functional areas and activities which are the primary responsibility of those officers.
3. The following functions, as appropriate under that authority, may be performed by the G5/S5:
  - a. Maintain direct liaison with and provide assistance to local governmental agencies.
  - b. Assist civilian authorities to exercise populace and resources control in coordination with the Provost Marshal, in the following public safety activities:
    - (1) Law enforcement measures.
    - (2) Traffic regulations and enforcement of curfew.
    - (3) Police and military patrols.
    - (4) Prevention of pilferage and crime.
    - (5) Control of public meetings, parades and demonstrations.
    - (6) Fire fighting.
    - (7) Operation of confinement facilities.
    - (8) Safeguarding of supplies, material, equipment, buildings and critical areas.
  - c. In coordination with G4 and the Surgeon, assist civil authorities in public health and sanitation activities to include:
    - (1) Determining availability and adequacy of medical and auxiliary medical personnel.
    - (2) Administration or supervision of medical and sanitation facilities.
    - (3) Care and disposition of civilian remains.
    - (4) Protection of food and water supplies.
    - (5) Disposal of sewage and waste.
    - (6) Arrangement for preventive medical services.
    - (7) Treatment of sick and wounded civilians.
    - (8) Provision of medical transportation for sick, injured, or wounded civilians.
  - d. Assist civil governmental officials to determine necessary emergency relief supplies to include food, water, medical supplies, clothing, blankets, and fuel for the civilian population, estimate their availability, and in coordination with the G4 and Provost Marshal arrange for their procurement, storage, security and distribution.

- e.* Assist civil governmental officials in public welfare activities to include:
  - (1) Providing collecting points, emergency shelters and feeding centers for civilians requiring evacuation or whose homes have been destroyed.
  - (2) Procuring necessary manpower to support these emergency relief activities.
- f.* Determine the location, type and availability of local materials necessary for conducting operations within the area and coordinating with G4/S4 in the procurement of same.
- g.* Conduct surveys of the organization, routes and capabilities of the public transportation system, including extent of damage and requirements for its restoration.
- h.* In coordination with the Information Officer, assist governmental authorities to prepare and disseminate information through the established communication media.
- i.* Assist local authorities, or recommend necessary command action to evacuate civilians to preclude their interference with operations and/or to insure their safety.
- j.* Recommend to the commander the numbers and types of Civil Affairs units and their functional team compositions required to support operations.

## CHECKLIST VI

## INFORMATION OFFICER MAJOR AREAS OF RESPONSIBILITY

## PRIOR TO OPERATION (LONG RANGE)

1. Info plan to support operation on 24-hour basis
2. Personnel assignments.
3. Equipment Status:
  - a. Typewriters.
  - b. Mimeograph.
  - c. Still cameras.
  - d. Motion picture cameras.
  - e. PA system.
  - f. Generator (if necessary).
  - g. Lights sets for TV.
  - h. Tape recorders.
4. Disseminate command guidance for release of public information.
5. Plan for information officer space to include pressroom/newscenter near proposed CP.
6. Supervision and coordination of use of psychological operations elements.

## IMMEDIATELY PRIOR TO OPERATIONS

7. Command info Fact Sheet to include:
  - a. Situation background.
  - b. Organization mission and command structure.
  - c. Relationship to civilian authorities.
  - d. Relationship to civilians in disturbances.
  - e. Troop conduct en route to and during operations.
8. Liaison with city, state, and other official public affairs officials.
9. Set up pressroom.
10. Press registry and ID system (as necessary).
11. Establish newsclip files for story releases and statements released.
12. Liaison with all news media.
  - a. Assist them to cover events
  - b. Allow freedom of movement if not interfering with operations.
13. Rapid response to press queries.
14. Feed of news from subordinate units as appropriate.
15. Press conference schedule.
16. Daily mimeographed command information news bulletin.

## CHECKLIST VII

## AREAS OF SPECIAL CONSIDERATION

The areas of special consideration discussed below developed from civil disturbance control operations involving the Active Army and the National Guard during 1967. They are recommended for the special attention of commanders and all staff elements in planning and in conducting operations. References are made to specific paragraphs of this manual.

1. Necessity for commanders at all levels to make repeated personal on-the-ground checks of troop dispositions to insure that critical assigned facilities are secured and instructions are being carried out in a military manner. *See paragraph 7-5d.*
2. Importance of soldierly appearance and military discipline as a factor in impressing the populace that a disciplined force means business. *See paragraphs 1-10, 4-6, 4-8, 5-7, 6-4, and 7-5b.*
3. Importance of strict adherence to rules of engagement, standards of conduct, and fair treatment of civilians. *See paragraphs 1-10, 3-7, 4-4a, 4-6, 4-8, 5-7, 6-3, 6-4, 7-2b, 7-5b, 7-7d, 7-13a.*
4. Need for military personnel at all echelons to be observant and for reporting significant events and information promptly to enable commanders to estimate the situation. *See paragraphs 5-9 through 5-12, and 7-13b(3).*
5. Need for training in the detection and apprehension of snipers, looters, and arsonists, and the caution required when they are intermingled with innocent civilians. *See paragraphs 6-2 and 7-22 through 7-29.*
6. Techniques of operation in builtup areas and cities. *See paragraphs 6-6b, 6-8, and 7-17 through 7-21.*
7. Emphasis on the use of riot control munitions and their delivery by grenade launchers and adapters. *See paragraphs 7-4b(4), 7-33 through 7-38, and Appendixes C, D, and E.*
8. Use of shotguns. *See paragraphs 6-5, 7-11b(2); B-4b, and Appendix B.*
9. Familiarization with fire fighting equipment in order to facilitate its protection and to assist civilian firemen when casualties occur. *See paragraphs 6-2j, 6-5, 6-6b, 7-22, and 7-23.*
10. Accomplishment of unit reliefs in place to insure that the relieving unit has physically occupied assigned facilities and area of operations (AOR). *See paragraph 7-40.*
11. Written instructions for each soldier, outlining rules of engagement, standards of conduct, and detention procedures. *See paragraphs 5-3a(4), 6-4, 7-5b.*
12. Varied frequency of patrol patterns to preclude rioters from planning activities. *See paragraph 7-13a.*
13. Use of psychological operations units to assist the Information Officer in disseminating information. *See paragraphs 4-4b(7), 5-25, 5-28, and Appendix F.*
14. Use of night illumination in controlling snipers and looters, by discouraging overt actions. *See paragraphs 6-5, 7-11d(2), 7-13d(2), and 7-25c.*
15. Integration of police and military patrols for area familiarity and legal considerations. *See paragraphs 2-2b, 5-19c, 7-7a, and 7-13a.*

16. Coordination of searchlight equipped observation helicopters with ground patrols to insure complete coverage day and night. *See paragraphs 5-24, 7-11d (3), and 7-13d (2).*
17. Establishment of a mobile reserve to react to new or increased violence. *See paragraphs 7-2d, 7-3b, 7-4c, -20a (2).*
18. Establishment of priorities for physical security to preclude dissipation of force on less important facilities or those having their own physical security capability. *See paragraphs 7-2b (9) and 7-16.*
19. Vehicle augmentation for units deployed without TOE vehicles or for units whose missions dictate additional vehicular requirements. *See paragraphs 4-4b (10), 5-14a, and 7-11c (2).*
20. Saturation of areas with police and military patrols to suppress looting and vandalism. *See paragraphs 7-2a, 7-13, and 7-25a (2).*
21. Value of armored vehicles, not for main armament, but for their psychological impact and the protection they provide from sniper fire. Close in protection of armor by foot elements is essential. *See paragraphs 4-4b (2), 7-11c, and B-38b.*
22. Clear definition of Areas of Responsibility (AOR) and the requirement for unity of command with the AOR. *See paragraphs 2-2b (11), 5-19c, 7-2f, and 7-5a.*
23. Collocation of military and police command elements from highest to lowest levels. *See paragraphs 2-2b, 5-19, 7-2f, and 7-5a.*
24. Wallet card for each guardsman describing his status when federalized. *See paragraph 5-2b.*
25. Guard units' requirement for documentation of federalization. *See paragraph 5-2b.*
26. Increased use of PIO home town releases. *See paragraph 2-3 and Section VI, Appendix H.*
27. Listing of intelligence/information sources and the type of information each can provide. *See paragraphs 5-9 through 5-12, and Checklist II, Appendix H.*
28. Supplies of city maps/plans. *See paragraphs 5-11c, 5-19, Checklist II, appendix H.*
29. Military assistance in cleaning up debris and restoring normal conditions ASAP, to foster atmosphere of control and normalcy. *See paragraphs 2-2b (12), and 4-4b (5).*
30. Augmentation of communications with civilian items, and police, and taxi radio capability. *See paragraph 7-6.*
31. Development of riot control SOP and CPX to exercise plans. *See paragraph 5-2, and chapter 6.*
32. Control of weapons and ammunition source (i.e., stocks in stores, rifle clubs, and ROTC units). *See paragraphs 5-10j, 7-15, and 7-24c.*
33. Handling and processing of evacuees. *See paragraphs 2-2b and 7-10.*
34. Handling of prisoners, including searching, processing, transporting, feeding, and housing. *See paragraphs 3-9, 7-7 through 7-9.*



## APPENDIX I

### CROWD AND MOB BEHAVIOR

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#### Section I. GENERAL

I-1. The most effective way to deal with violence is to prevent it. Once crowds are active in the streets, every attempt must be made to isolate and remove the 3 to 5 percent hard core from the curious and the "taggers-on." Riot control formations and procedures are only the *physical* aspect of this separation process. More important are the *psychological* and *social* aspects. The ultimate objective must be a realization by the individual that he will be held to account for his actions.

I-2. Crowd violence usually results when people with grievances, real or imagined, are led to believe that rioting will achieve redress. They must be convinced otherwise.

I-3. U. S. and foreign forces, particularly troop commanders, must realize that they face profes-

sional, often subversive, leadership when they oppose mobs. As such, a study of the organization, tactics, and techniques of agitators is required. It is just as important to know your enemy on the streets as on the battlefield.

I-4. The majority of a crowd, however, are not subversive but rather are *led* into the streets and into the acts of violence. They must be separated from the leadership. However, to think that the pure information techniques—antiseptic truths—will cool the blood and send them home from the streets is wrong. The glare of lights, the noise, the sounds, sights, and smells of mass action have a hypnotic drawing effect which is hard to resist. Some form of communication, equally dynamic and vivid, is required.

#### Section II. COLLECTIVE BEHAVIOR

##### I-5. General

a. As used herein, the term "collective behavior" designates relatively unstructured social situations and their particular manifestations, such as crowds, mobs, riots, and social movements. The successful control of collective behavior requires some understanding of the basic patterns of development and interaction within these social groupings.

b. A *crowd* is a temporary collection of people reacting together to stimuli. A crowd bent upon some aggressive act such as lynching, looting, or destruction of property. Generally, the term "Mob" refers to one crowd that is fairly unified and single-minded in its aggressive intent. The word "riot" connotes more randomly destructive behavior, occurring in several places and possibly involving many crowds.

c. Collective behavior is part of the everyday life of society, though it does not always take

dramatic form. There is always some degree of unstructuredness in human situations, if only because situations are never exactly alike and the rules cannot fully take into account the uniqueness of each situation. However, some circumstances are more likely than others to elicit spontaneous activity.

d. It is impossible to understand collective behavior unless it is seen that the crowd, like all groups, is more than merely a collection of individuals. Each individual member is, to some degree, different in a crowd from the person he is when he is alone. This difference should not, however, obscure the fact that individuals must be held responsible for their actions, whether acting alone or as a member of a crowd.

e. While collective behavior may appear to be spontaneous and utterly unpredictable, it is not purely a matter of chance. Crowd behavior is a part of the culture. The kinds of crowds that form, and the things a crowd will do and will not do, dif-

fer from one culture to another. Crowd behavior can be analyzed and understood, and to some extent predicted and controlled.

## 1-6. Characteristics of Crowd Behavior

*a. Anonymity.* Crowds are anonymous, both because they are large and because they are temporary. The size of the group and the nature of the interaction remove the sense of individuality from the members. They do not pay attention to other members as individuals and do not feel that they themselves are being singled out as individuals. Thus, the restraints of a member of a crowd are reduced and he feels free to indulge in behavior which he would ordinarily control, or avoid, because moral responsibility has been shifted from *him* to the *group*.

*b. Impersonality.* Group behavior is typically impersonal. The soldier bears no personal grudge against the particular enemy soldier he shoots; in college football it does not matter that an opponent player is a personal friend. The impersonality of crowd behavior is revealed in race riots where one member of either race is as good or bad as another. When interaction becomes personal it changes from *group* to *individual* behavior, and the nature of the action differs.

*c. Suggestibility.* Since crowd situations are normally unstructured, there are no designated leaders and no recognized behavior patterns for the members to carry out. Furthermore, individual responsibility has been shifted to the group. The situation itself is often confused and chaotic. In such a state of affairs, people act readily and uncritically upon suggestion, especially if the suggestion is made in a decisive and authoritative manner.

*d. Emotional Contagion.* The most dramatic feature of crowd behavior is the emotional buildup which crowd members give to one another. This *communication of feeling* is most impressive in mobs and riots, but is found in orderly crowds as well. This is the process whereby the members of a crowd stimulate and respond to one another, and thereby increase their emotional intensity and responsiveness. This process helps to explain why crowd behavior sometimes goes farther than most of the members intended. The significance of emotional contagion may be summarized as follows:

(1) *Emotional contagion provides a psychological unity when other sources of social integration are lacking.* This psychological unity is based on common emotional responses to similarly-perceived situations, rather than on definite rules and group structure, however, a group situation which is based on psychological unity alone is usually temporary.

(2) *In groups based on emotional contagion, self-discipline tends to be low, the release of inner impulses is encouraged, and unconventional behavior is permitted.* Revival meetings, rallies, and similar groupings usually attempt to evoke and direct the emotions of individuals, who are thus freed from normal restraints. Because emotional contagion is so often accompanied by the weakening of individual responsibility and social control, collective excitement in panics, crowds, and rallies may lead to destructive behavior.

(3) *The boundaries of emotional contagion are not set by physical proximity or even group membership, but by the limits of effective communication.* To the extent that feelings are transmitted through the media of mass communication—press, radio, and television—an entire nation may be caught up in collective excitement. Leaders may feel they must bow to the popular mood, or they may excuse their own lack of moderation by reference to presumed public excitement. Popular “hysteria,” however, is often exaggerated by the tendency for news to be reported in dramatic fashion.

## 1-7. Limitations on Crowd Behavior

However irrational and unrestrained it may appear, crowd behavior is limited by at least four considerations: (a) the emotional needs of members; (b) the mores of the members; (c) the leadership of the crowd; (d) the external controls over the crowd.

*a. Emotional Needs of Members.* Crowd behavior expresses the emotional needs, resentments, and prejudices of the members. In a crowd situation people may do things they ordinarily would not do, but a crowd does only those things that most of its members *would like to do*. The emotional stimulus and protection of the crowd enables its members to express the impulses, hostilities, aggressions and rages which they restrained from expressing in calmer moments. If blocked from expressing emotion toward one object, a



mob's attention generally shifts to another, and succeeds in fulfilling the frustrated wish. Participation in riots focuses around persons with few responsibilities, many frustrations, and violent prejudices.

*b. Mores of the Members.* Crowd behavior is limited by the conviction of the members as to what is "right." The concept of what is "right" is based on the customs or folkways, the conventional behaviors, of the times and places in which people live. A crowd rarely does anything which does not claim a measure of moral approval. Lynchings used to occur only where a large proportion of the people felt that a lynching was morally justified, even necessary, under certain circumstances. The members of the lynching party normally considered themselves public benefactors, not guilty law breakers. The crowd functions not so much to paralyze the moral judgments of its members, as to isolate and neutralize some of a person's judgments, so that certain others can find unrestrained expression.

*c. Crowd Leadership.* Leadership profoundly affects the intensity and direction of crowd behavior. Given a collection of frustrated, resentful people, a skillful agitator can convert them into a vengeful group and direct their aggression at any "enemy" who is included among their antagonisms. Likewise, an individual can sometimes calm or divert a crowd by a strategic suggestion or command. Since most crowd behavior is unstructured, with no designated leaders, leadership is evidently "up for grabs." In many crowd situations, the members, frustrated by confusion and uncertainty, *want* to be directed, and the first person who starts giving clear orders in an authoritative manner is likely to be followed. The leader's role includes the following elements:

(1) The leader must establish rapport. By rapport, is meant a responsive trusting attentive-

ness. It is most easily established by a leader who has the same background as the members. He senses their wants, recognizes their antagonisms, speaks their language, and can predict their reactions; he can establish with them a relationship of harmony, conformity, and accord.

(2) The leader builds emotional tensions. For some types of crowds, the leader builds up emotional tensions by an impassioned reminder of problems and grievances. In other kinds of crowds, the leader need not arouse emotional tension, for it already exists, and he passes directly to the next function.

(3) The leader suggests "justifiable" action to release the tension. The leader provides an outlet to the tension and emotional pitch of the crowd, which is now ready and eager to "do something" about the perceived grievances, for example, when the lynch leader calls, "Let's get him!" Seldom does a crowd respond instantly to suggestion; the repetition of the suggestion and its justifications is necessary; this repetition permits emotional contagion to mount and the need for release of tension continues to grow.

*d. External Controls.* Most group behavior occurs in the summertime when people are normally standing around and gathering in large outdoor assemblies. Cold weather and rain discourage group actions. Riotous behavior is rare on military posts, where discipline can be invoked to maintain order. The principal external controls on crowd behavior, however, are those exerted by the police. With few exceptions, serious riots are evidence of police failure. School integration disorders are an example. Where local police and public officials have let it be known that no disorders would be tolerated, practically no disorders occurred. Where officials have not shown determination, or have invited violence by predicting it, violence has developed.

### Section III. AGITATORS AND MOB ACTION

#### I-8. General

Agitation of a mob to accomplish a socio-political objective can be part and parcel of an entire disturbance from the initial apparently casual gathering of people to the outbreak of violence, or it can be the insertion at any point in this development of highly-trained agitators to stimulate and ex-

ploit an otherwise spontaneous gathering. Both approaches involve no more than the insertion of a "shadow chain of command" to give direction and purpose to otherwise "herdlike" behavior. It is hazardous, in terms of controlling group behavior, to deny or disregard the presence of such internal control. Always present in the agitation technique is a "shadow" effect of blending with the

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other participants to give the "appearance" of spontaneity, lack of direction, etc. If a group, however, demonstrates resilience and flexibility in reacting to traditional control techniques—wedge formations and fixed bayonets, etc.—it is quite probable that an internal control apparatus is present. The paragraphs below describe the organization and tactics/techniques of such an apparatus, and the most effective counter-organization for prevention or reaction.

### I-9. Preconditioning

After militant group cadre have infiltrated (by joining or recruiting from existing membership) such organizations as labor unions, youth groups, farm and agrarian organizations, they are in a position to manipulate such groups' drives. Legitimate grievances are couched in the language of "the movement." The first objective is to create the image of the common enemy, be it the "capitalist exploiters," the police, "whitey," the "papist cleric," or "the Jew." In addition to the "anti-cause" cry, the propaganda apparatus seeks to "Precondition" a mental attitude that, in the crucial moment, can be whipped into a fury of righteous, self-justifying violence. The militants literally try to create temporary compulsive obsessions, or "hot places" of consciousness. They may aim these preconditioning campaigns at the general public, or at specific target groups such as political parties, professional organizations, students, workers, unemployed, national or ethnic minorities—in short, at any segment of a pluralistic society deemed vulnerable or recruitable as mob participants, sympathizers, or militant group converts. Constant hammering on the chosen themes—in meetings, informal conversations, bus stop harangues, pamphlets and leaflets, newspaper or radio and TV bits—is intended to insure that, at the crucial time, the "hot place" will inhibit normal social restraints and obsessive compulsions against the *personalized enemy* will take over behavior. So thorough has this preconditioning been in many areas that any time a local issue stirs controversy, agitators can direct the generalized excitement against legal-traditional bases of government *within a few hours*.

### I-10. Selection of Proper Slogans

The militant group catalogs its slogans in accordance with circumstances, with a view to mobiliz-

ing the group on the broadest possible scale of activity and on the highest level of emotional intensity. When a riotous situation is still developing, the agitators advance "transitional" slogans and partial demands corresponding to a concrete situation; but these demands and slogans are "stepping stones" toward the aim of the "movement." If the legal authority appears disorganized and the people are in a state of emotional ferment, the agitators' slogans become increasingly radical. If there is no emotional upsurge, the agitators continue *partial slogans* and demands based on the *everyday* needs of the target groups, linking them up with the goals of the movement. An example of the needed *simplicity in slogans* is that few people think in terms of a billion dollars, but almost anyone can understand a *pair of shoes*. The movement's goals are ideological, but its militant agitators know that "bread and butter" issues *move* people and that is *their mission*.

### I-11. Creating the Nucleus

This involves little more than mobilizing a specified number of agitators of the local militant group organization. This group inevitably attracts an equal number of the curious, the excitement seekers, and the chronic malcontents. And, of course, the militant group always mobilizes as many sympathizers as well as sincere citizens harboring legitimate grievances as possible. Each militant subunit is assigned quotas to fill and missions to accomplish. Militant group agitators go into areas where the criminal element lives and hire available hoodlums, arming them with wooden clubs, iron bars, and placards whose wooden poles can be used as battering rams or clubs. During "partial" demonstrations in days before the climax, it is standard practice for agitators to visit employment offices and hire all applicants present for an unspecified "job." These "paid recruits" are necessary even with the presence of many, perhaps legitimate, grievances, because they provide a nucleus *responsive to orders* which sincere citizen protestors might *not* be.

### I-12. Execution—Mob Agitation

Through a tiny minority the militant group—by carefully disguising the direction of demonstrations, rallies, and riots—is able to give an impres-

sion of great size and support. Using the tactics described in subparagraphs *a* through *g* below, a deployed force of 2-300 agitators can create a riot in which 10-20,000 actually take part. The agitators' tactics are *concentration* of efforts in "preconditioning" march/rally demonstrations, then *dispersal* to continue agitation of rioting, burning, and looting throughout a large area. But in both the concentrated and dispersed phases, one will find these tactics being employed.

*a. External Command.* This is composed of commanders well removed from the activity, stationed so that the entire "battlefield" can be observed. In a moving march/demonstration, it will stay apart from the crowd. An actual "observation post" is required—tall building, overpass, top row in an auditorium or stadium—and a war room with operations map and communications net is acceptable only when absolutely necessary. The spontaneous nature of the ebb and flow in mob behavior places a premium on constant visual reconnaissance *by the commander*. In a dispersed phase—widespread rioting, burning, looting—the *number of command/observation posts increases, but the tactic remains the same*.

*b. Internal Command.* These are the militant group agitator element within the crowd. They are responsible for directing the demonstration/rally or rioting, under the external command's orders. *Great importance is attached to protecting the leaders of these units*. In any demonstration, key agitators can be found keeping close to certain conspicuous banners or placards, and in the dispersed rioting phase near inscriptions on walls or large poster/billboard slogans. They will avoid locations of incidents or fights, *after initiation*.

*c. "Bull Fighters."* This group acts as a "loose," (covert), bodyguard surrounding the internal command, protecting the leader from police and screening his escape if necessary. A loose, ill-defined line of these guards will flank processions and protect banner carriers as well. They are either militant group fanatics or naturally pugilistic, but they are also highly-disciplined and will normally react with violence *only on verbal order*.

*d. Couriers.* They stay close to leaders, carrying orders *between internal and external commands*. Generally, they will use radio, telephone, foot mobility, or bicycles and motorcycles/scooters

which they can wheel along sidewalks, into small doorways and basement stair-wells or over backyard fences, keeping abreast of but removed from the mob. Young adolescents and females predominate in this element.

*e. Shock Force.* These men are armed with concealed clubs, switchblades, etc., and accompany the militant group faction, but march or linger along the sidewalk and in alleys where they are screened by spectators. They will move into the mainstream of mob action only as "reinforcements" if the agitators are attacked by police. Their sudden and violent descent on the battle scene is designed to provide sufficient diversion to enable an orderly *retreat of the internal command element* who, upon signal from the external command, will *melt quickly into the ranks of spectators*, leaving the milling bystanders, unwitting excitement seekers, and other "fellow travelers" to the police.

*f. Banner/Placard Bearers.* The slogans used by this group and the "cheerleaders" are adapted to suit the prevailing mood. At first they display slogans expressing "partial" or "transitional" grievances, but as the demonstration/riot gains momentum, and frenzy drives out reason so that real issues lose meaning, the slogans are exchanged for direct riot propaganda. The bearer may be a sincere non-militant group protestor, entirely innocent of his true role as an important part of the internal command's communication network. By assigning key agitators to stay near specified banners/placards, the command knows their location at all times and can dispatch couriers to them with orders for stepping up the tempo, shifting slogans, or inciting violence. The same is true for key locations in the dispersed, rioting phase.

*g. Cheerleaders.* Specifically briefed agitators are carefully rehearsed on the slogans they are to chant and the order in which the cries are to be raised. Thus, "bread, bread, bread" phases into "his head, his head, get the cop" or "freedom, freedom, freedom" into "burn, baby, burn." Their job, and their technique of agitating mass behavior, is very much like that of highschool football game cheerleaders. It differs only in that, in a mob situation, *the fans will join the game and riot* when all of the above "plays" have been properly executed.

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By Order of the Secretary of the Army:

Official:

KENNETH G. WICKHAM,  
Major General, United States Army,  
The Adjutant General.

HAROLD K. JOHNSON,  
General, United States Army,  
Chief of Staff.

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