

CROWD MANAGEMENT

Managing Crowds, Protests and Riots

A Santa Cruz Police Operational Assessment and Training

Crowd Behavior, Crowd Control and the Use of Non-Lethal Weapons; Dr. Kenney, John; et al; Institute for Non-Lethal Defense Technologies
Lessons from the Occupy Movement, Ferguson and Beyond: A Guide for Police; Edward R. Maguire and Megan Oakley; Guggenheim Foundation

SCPD CROWD MANAGEMENT DIRECTION AND PHILOSOPHY

- There have been hundreds of thousands of peaceful protests over the history of this great nation. Only 500+/- have been riotous.
- SCPD philosophy: We approach all gatherings, protests and demonstrations with the assumptions they will be peaceful.
- Of the hundreds of protests and demonstrations in Santa Cruz, very few have turned violent or destructive.
- **SCPD approach is to facilitate, celebrate and protect the right of free speech.**
- SCPD commanders will work with the protestors and ensure their safety.
- SCPD will contingency plan for all scenarios.

PURPOSE OF THE TRAINING: DEVELOP A UNIFIED UNDERSTANDING OF POLICING CROWDS

Government's Goal: the means to influence the behavior and activities of a potentially hostile crowd, as well as, the capability to bring a mob engaged in a riot under control.

Emphasis: Almost all protestors come to be heard, not to create violence or destruction.

AMERICAN HISTORY OF RIOTS

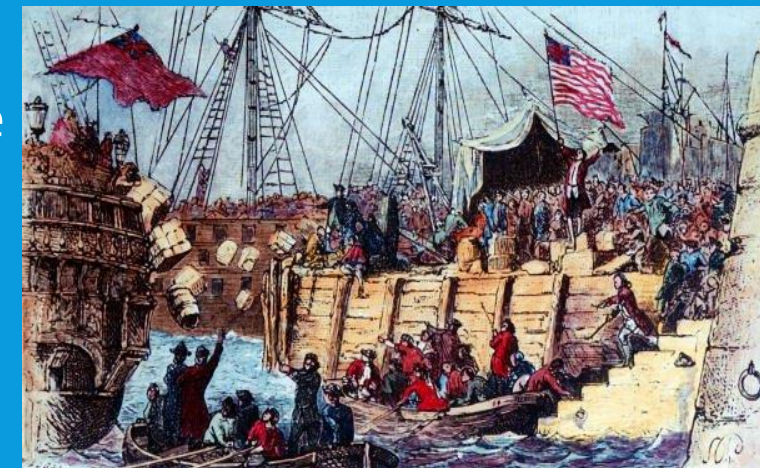
America, a western democracy has a rich history of unrest, protests and riots:

What types of events sparked unrest?

Riots associated with food, religion, alcohol (Gin), taxation, world championships, voting taxation, Whiskey (1794), the right to vote, anti-Catholic, Anti-draft (1800's), Labor problems, segregation (pro), racism (1960's), Police Use of Force.

In the USA how many deaths associated with riots?

455 Major riots in the US. In 1919-44 riots against black people



HISTORY OF MODELS OF POLICING RIOTS

- **1960's: Escalated force model,**
- **Dominant show of force** would get protestors to back down and comply with directives.
- **Demonstrated premature or ill-advised use of force has amplifying effect**
- "Must avoid an excessive response"

Negotiated Management Model emerged in the 80's and 90's:

Negotiate ahead of time for mutual desired outcomes.

Radical activist engaged in **transgressive confrontational tactics**

Technology aided escalation – now encrypted apps and social media

DEBUNK STEREO TYPES

- Crowds are not homogeneous
- Crowds majority of small groups
- Crowds have many motivations
- Participants are not anonymous
- Individuals think and make individual decisions (Rational Choice Theory)
- Spark theory- a singular event causes a riot, normally a result of tensions that rise and fall



3 TYPES OF CROWDS

- **Gatherings:** For a cause or other reasons
- **Protests and demonstrations** – an identified cause or event
- **Riots**-The use of violence to further an protest objective

What does the Santa Cruz Police need to do in order to prepare for potential civil unrest as a result of the Presidential election?

TYPES OF VIOLENT PROTESTS: RIOTS

Rioting is defined as violence against person or property by one or more individuals in a gathering

Celebratory- Sports events

Commodity-Food, clothing, looting

Communal-Groups of people who think alike

Police Riots- Extensive violence caused by police actions against civilians.

Not all riots are the same, they are very context specific

POLICING A PROTESTS IS SUPER DIFFICULT

Police are the visual representation of government,

SOME protests by their very nature are disobedient and often disrespectful

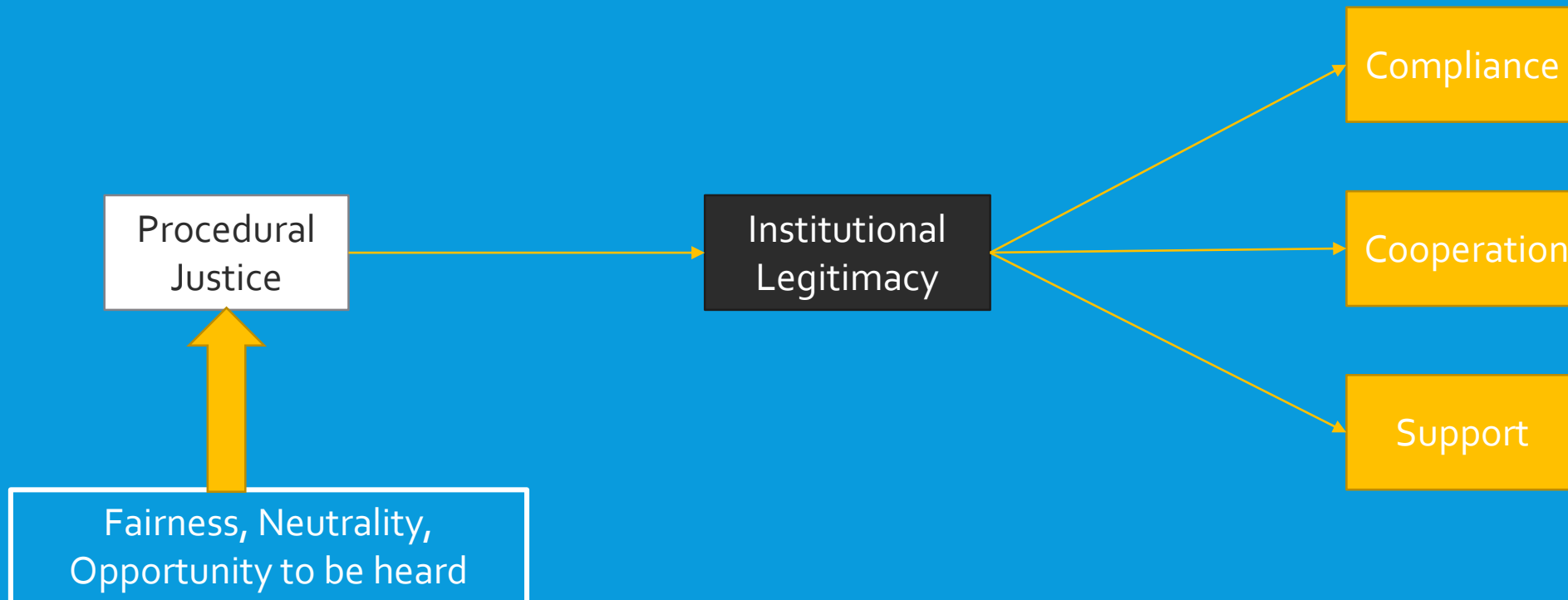
Expect people to be angry in a protest (unlike a march) *don't take it personally*

Few protestors try to bait the police into a *use of force* or *breaking ranks*.

Protestors are seen as **victims of police oppression**-a sympathetic upper hand.

Don't make the few violent a martyr for the cause

POLICE LEGITIMACY AND COOPERATION





What happens when you overreact with force

POLICE LEGITIMACY AND PROTESTS

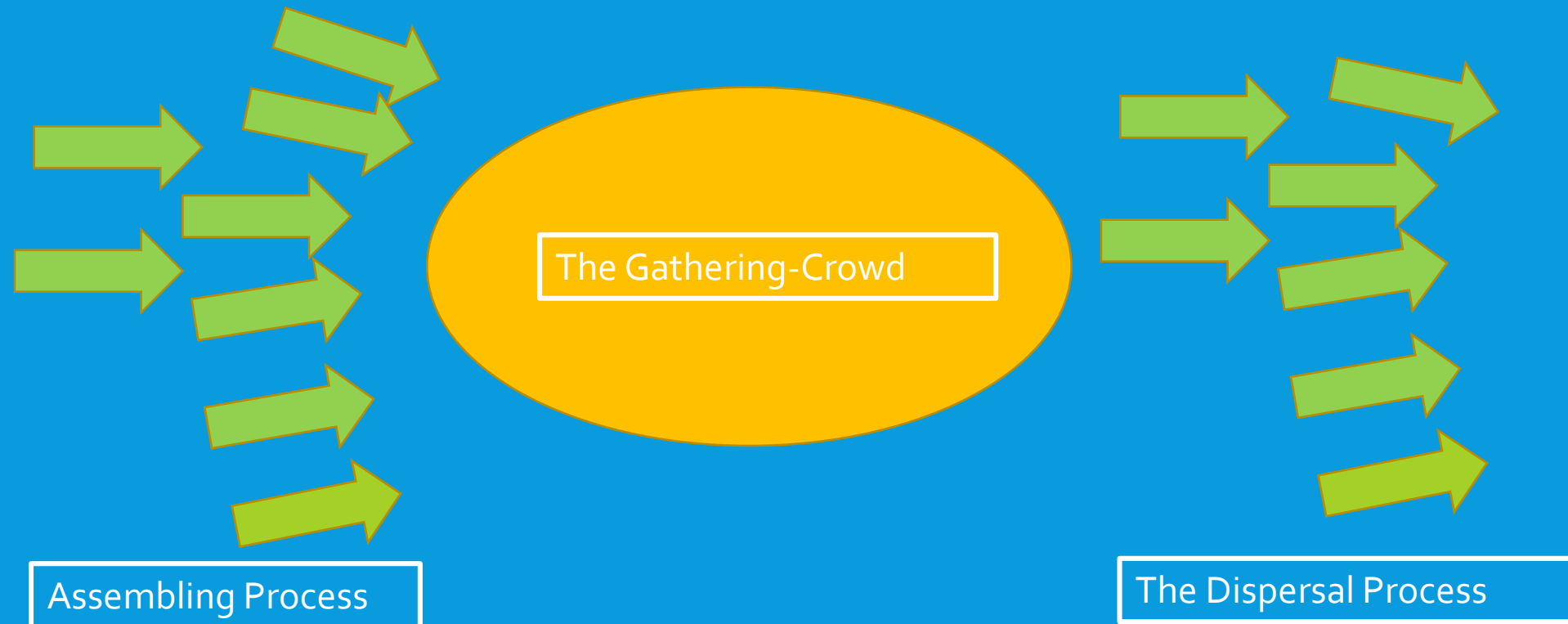
How we address mass demonstrations (**collectively and individually**) have far reaching impact:

- **Politeness bolsters legitimacy**
- **Legitimacy brings greater cooperation and support**
- **Impatient, rudeness or brutality viewed as unfair diminishes trust and organizational illegitimacy**



CROWDS: A PROCESS OF **THREE** PHASES

- A gathering of a multitude of individuals and small groups that have temporarily assembled.



THE ASSEMBLING OF A CROWD

Movement of people from different locations

Assembling is purposeful activity, not random

The more complex the greater the planning

How Protests come to be:

- Impromptu
- Organized mobilization



IMPROMPTU RIOTING VS. ORGANIZED RIOTS

Impromptu-Event

No justification needed or presented

- Often picks up people along the way who see commonality
- Word of mouth-especially in the age of social media
- Participants learn through personal contacts
- Many participants were close to the riots

Organized –Mobilization Process

- Common source
- Justification present
- Established networks to attract people
- Skilled at mobilization
- Established contacts
- Scheduling for maximum benefit
- Transportation

THE GATHERING

A mass of people- core of the protest

- **No collective actions** in which **all** participants engaged at the same time.
 - Maximum percentage of participants was 50-75%
- Studies question the illusion of unanimity in gatherings
- Purposive actions in gatherings: they do not surrender their ability to reason to the crowd or leaders. If they engage they chose to do so independently
- **Companions consult before deciding to participate in an activity.**
- **Companions may adopt the goal of a 3rd party Pro/Con**

DISPERSAL OF CROWDS

End or decline of a temporary gathering

- Routine, Emergency or Coerced

Personal needs can affect the dispersal

- Hot, Hungry or tired effects the intensity

Most riots started after work and on the weekends

- **Corecon can work** -Cripple Crowd debunked. People can think and reason.



KEY ELEMENTS OF EFFECTIVE CROWD MANAGEMENT

Understand “Closed-loop, negative feedback”

People resist opposition to their purpose

Confrontation will likely cause crowd resistance

Focus on Prevention

Help the crowd accomplish their goal

Consider conceding some violations to avoid confrontation

Maintain a LE presence: Signifies restraint

Identify the hill you will die on! What is the hard line in the sand?



Clearly articulate commanders intent: Ensure the free exercise of Constitutional rights

RECENT COMPLICATIONS



<https://www.youtube.com/watch?v=Re8jUhGOZu4>

RECENT COMPLICATIONS



CREATE A CROWD MANAGEMENT PLAN FOR TWO ARMED GROUPS

Which group do you fear most? Why?

Check your bias and assumptions at the door.

The greatest threat to LE is white supremacy, anti-government radicals such as III% and Sovereign Citizens

According to NJ Office of Homeland Security and Intelligence:

59% of all terror attacks in the US in 2016 were by race based groups: With the primary target – Law Enforcement and Minorities groups.

Of the High and Moderate terror threats to the US 5 of the 8 groups were race centric and 4 where primarily white.

Point: See threats objectively

BACKGROUND AND INTELLIGENCE

Gather **warnings** and **insights** into the group

Examine the situation through their eyes

Compare our goals with their goals

Our **goals** may not **conflict** but their **actions** might

POINTS OF INTERVENTION

Stop the actions you pre-designate as unacceptable

If not stopped it may create a sense of empowerment

A few individuals will engage in destructive behavior

Don't penalize the entire group for the actions of a few

Target individuals engaged in violent behavior

How do you identify and abstract specific criminals without inciting the crowd?

WARNING

Targeting the crowd rather than an individual has an adverse effect on the crowd:

If you allow them to view you as the oppressor they establish and take the moral high ground

The moderate part of the crowd can go from neutral to opposed and violent in seconds if you are viewed as the oppressor

ENHANCED NEGOTIATIONS MANAGEMENT MODEL

- **Emphasis on prevention**
- **Leaders must recognize individual rights**
- **Rights must be respected while maintaining order**

Pre-incident planning

Background and intelligence collection

Relationship building and ownership construct

Acceptability-what it means to win

Bright-Lines

ENHANCED NEGOTIATED MANAGEMENT MODEL

Previous working relationship between on the ground commanders and group leaders is essential to success

Pre-event talk

- Tell the police what they want to accomplish
- Tell group leaders what the police are prepared to do: Facilitate and how they might respond to certain behaviors
- Offer favors (traffic, time, systems) to complete their mission

Police must initiate

Purpose of Neighborhood Policing: Relationships should be built ahead of time so there is a relationship and credibility.

ENHANCED NEGOTIATED MANAGEMENT MODEL

Win over the demonstrators- Persuasion they believe we are here to help

Credibility is key-Negotiate from a position of strength.

- Reach agreement through the negotiations- OPSEC

Encourage them to police themselves-Safety team, Yellow Jackets

Build **contingencies for violations** of the agreement

Consider points of intervention

- They want to march 5 miles, suggest 7

THE CNN EFFECT

- CNN effect: Make damn sure the bad guys are really bag guys for use of force. ANTIFA has successfully turned the majority of the public against them.
- **Balance the use of weapons with the reality of the threat.** It's a tactical, political and technical issue. "Sjambok" example.
- Don't be bubble guy- touch me with a bubble and I'll arrest you.

<https://www.youtube.com/watch?v=PGMTm3QRwEc>

USE OF FORCE

- Over use of force can create a **sense of unity in the crowd**
- Research in the UK found that protesters “**transfer**” their grievances toward the police from the cause.
- When the police adopt a low-profile approach the crowd becomes less violent.
 - It stimulates self policing
 - Moderates controlling the behaviors of the extreme.

USE OF LESS LETHAL WEAPONS

Acceptability is based on **proportionality**

Greater levels of non-lethal as the violence grows

Force should be self-triggering

Sympathy grows with force

Containment might be effective

CROWD PSYCHOLOGY

- Enhanced Social Identity Model-People can shift from individual to group identity. They can be heavily influenced by outside actions-especially the police.
- **Radicalization** of the crowd happens when the police are viewed as antagonist. More likely to participate in future events.
- **De-radicalization** happens when protestors viewed the police as defenders. (Saw the same principal in terror prevention cases)

COMPASSION & 3RD PARTY POLICING

- The perception of the police as humane and respectful vs. rude and aggressive-one who looks like and acts like a soldier.
 - What tactics or equipment might trigger respectful vs rude view
- Mobilizing 3rd parties like a marshal, steward or team member at protests can help improve the communication between the police and protesters reducing the likelihood of violence

FOUR ELEMENTS OF CROWD MANAGEMENT

- Education (Intelligence)
- Facilitation
- Communication
- Differentiation

EDUCATION/INTELLIGENCE

Identify and know the influential members in the crowd

- Allies who can be counted on to reduce conflict
- The police should know the hot heads
- History of group
 - Violent or peaceful history
 - Past riots or problems
- Nature of the event
 - How is the event billed – “Peaceful protest” or “Burn ‘em Down”
- Goals of the event
- Social identities of the participants and organizations
 - How do you obtain this information?

FACILITATION

Give protestors a fair and reasonable chance to make their point peacefully

“When the police operate from a vantage point of how to facilitate peaceful protests rather than how to control, regulate or manage them, they can achieve a dramatic change in the relationship between police and protesters and minimize the likelihood of conflict and violence”

FACILITATION

If portions of the crowd become violent or destructive, facilitation becomes more important.

Explain why limits are important

Lawful members of the crowd are still able to engage in free expression

Negotiating and talking with demonstrators is vital

Neutrality is crucial to successful outcome

Appoint a protest communications officer

COMMUNICATIONS

Begins well before a protest – This is the heart of community policing

COP is like banking deposits. You withdraw the money when needed
(Public relations, Community Policing, Problem Solving)

Means of finding the aim of the protest – good or bad

Recognizing leaders – formal and informal

Understand not only what one communicates, but how one communicates

Informal body language-dress-verbal

Encourage officers to comb the crowd and talk with people Boston PD

**Kill 'em with kindness-we can talk our way out of anything: Don't
need sticks or helmets**

DIFFERENTIATION

Different responses for different activities: Sit-in vs. Looting

3 keys

Arrest sparingly- Crowd vs. Individuals

Force must be absolutely necessary

Excessive Force in a Riot places officers at greater risk.

Barriers should be judicious and limited in scope

Create the tactics to extract the violent!

DIFFERENTIATION

There must be clear and unambiguous warnings about the use of tools

- Gas and Projectiles
- Under what circumstances

Ensure measure to minimize the effects of tools on the non-violent

Inaccurate thinking: agitation and contagion makes everyone dangerous once violence starts. It is an outdated assumption that makes effective management difficult

DIFFERENTIAL RESPONSE

Boston PD Graded Response:

- Soft clothes and mingle with the crowd – Soft response
- Backed up with team with helmets and 36" batons-Hard response
- Supported by tactical response- Turtle team

Extraction teams are a tactical response within the three levels of graded response

- Fatigue
- Frustration