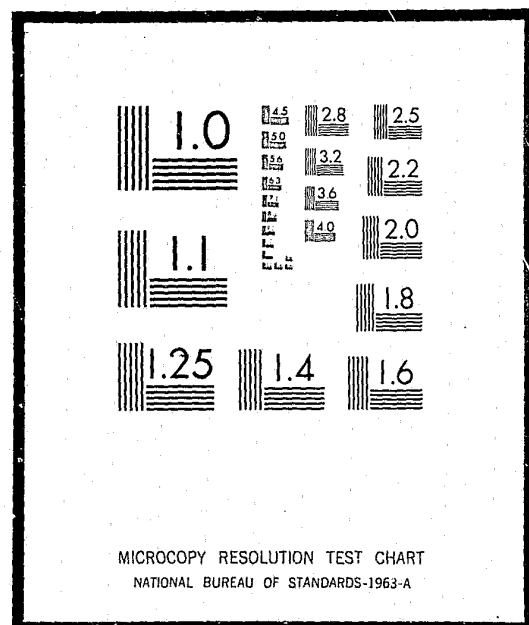


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7/13/76

OPERATIONS RESEARCH, Inc.

SILVER SPRING, MARYLAND

PREVENTION AND CONTROL OF COLLECTIVE VIOLENCE:
GUIDELINES FOR POLICE DECISION-MAKING

- VOL. I GUIDELINES FOR THE CHIEF OF POLICE
- VOL. II GUIDELINES FOR COMMUNITY RELATIONS PERSONNEL
- VOL. III GUIDELINES FOR INTELLIGENCE PERSONNEL
- VOL. IV GUIDELINES FOR THE PATROL COMMANDER
- VOL. V GUIDELINES FOR PATROL PERSONNEL
- VOL. VI RESEARCH METHODOLOGY AND APPENDIX

W. Thomas Callahan, Senior Author
Richard L. Knoblauch, Project Manager

Final Project Report
23 March 1972

Prepared under Institute Grant NI-71-097-G
for the United States Department of Justice
Law Enforcement Assistance Administration
National Institute of Law Enforcement and Criminal Justice

Operations Research, Inc.

A Leasco Company

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Telephone: 588-6180, Area Code 301

23 March 1972

United States Department of Justice
Law Enforcement Assistance Administration
Washington, D.C. 20530

Attention: Mr. George Shollenberger
Project Manager

Subject: Grant Award NI-71-0975C
Submission of Final Report

Dear Mr. Shollenberger:

ORI is pleased to enclose seven (7) copies of Prevention and Control of Collective Violence: Guidelines for Police Decision-making. Five of the copies consist of bound sets of the 6 volumes that comprise the final report. Two of the copies are bound as 6 separate volumes which are intended to serve as training documents for the various police personnel categories. Submission of these documents constitutes ORI's final contractual obligation under the above cited grant award. The final financial report will be submitted within 90 days as required.

As you know, our Panel of Law Enforcement Consultants reviewed the preliminary draft which was submitted to you on 4 February 1972. We have also enclosed a set of their review comments, which is complete except for those minor recommendations which the consultants made in the margins of the draft copy. We have taken all of their comments into consideration in preparing the final report, and have incorporated them where appropriate. However, we did not discuss the concept of "political crime," as suggested by Dr. Peter Lejins, because we thought the subject was not suited to this document.

These guidelines were designed to serve several purposes. First, they attempt to describe steps which can be taken to gather, process and disseminate collective violence intelligence. As such, they are, to some degree, operational manuals. Second, they attempt to stimulate new ideas and approaches to planning, training, operations and evaluation, by analyzing, in part, the police role in CV. Third, they may be used directly as training materials in either basic police training or in-service training for experienced officers.

Operations Research, Inc.

Mr. George Shollenberger

23 March 1972

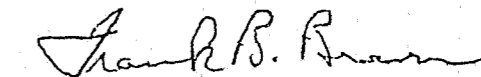
Page Two

Based on the comments of the consultants, we wish to make the following recommendations.

1. The Guidelines should be examined in light of the needs of small cities (under 100,000 population). Officers in such cities may perceive the Guidelines as irrelevant because they assume that all police departments have a large number of resources. Thus, some small cities should be visited and additional guidelines added to the various volumes to suit the needs of small cities.
2. The Guidelines should be examined by the cities that were already visited. These cities should be asked to criticize the document in terms of its usefulness, and their critiques should be analyzed. Most important, they should receive copies of the volumes as soon as possible.
3. The training value of the manuals could be magnified by the preparation of training materials (lesson plans, audio-visuals, etc.) to accompany the Guidelines.

We have enjoyed working on this project, which we found to be stimulating. ORI is looking forward to working with you again.

Sincerely,



John McCutcheon
Executive Vice President

Enclosures
FMCC/bjl

ABSTRACT

This project produced a set of operational guidelines for police activities to prevent and control collective violence. The guidelines are based on the techniques and experiences of 14 city police departments and 6 state law enforcement agencies. The guidelines focus on the information required by police for planning, training, operations, and evaluation of both prevention and control measures.

Separate volumes of guidelines were prepared for officers who serve as Chief of Police, Community Relations Personnel, Intelligence Personnel, Patrol Commanders, and Patrol Personnel. An additional volume describes the methodology followed in the preparation of the guidelines and a bibliography of sources used as background for the project.

PREFACE

This is a compilation of a six volume series. It consists of a General Introduction that has been prepared for repeated use as Chapter I of Volumes 1-5; guidelines which are different for Volumes 1-5; and Volume 6, which provides the Research Methodology and bibliography used in developing the series.

These documents constitute the final report under LEAA Grant Award NI 71-097-G. They are designed and organized not only to meet contractual requirements and provide an archival record for the interested law enforcement science community, but also to serve as operationally useful manuals in providing information and guidance to the various police decision-makers.

ACKNOWLEDGEMENTS

Because of the nature of this project, many individuals were involved in, and contributed to, its success. Mr. George Shollenberger of the Law Enforcement Assistance Administration served as the award monitor during the last half of the award period. Mr. Adrian Jones, also of LEAA, served in the capacity during the first half.

A panel of law enforcement specialists selected by LEAA made a much appreciated contribution to the report. They provided a substantive review and criticism of the preliminary draft as well as guidance in adapting the study methods to the needs of the police. The consultants included: Winston Churchill, Chief of Police, Indianapolis; Arthur Grubert, Assistant Chief Inspector, Intelligence Division, New York City Police; John Knox, Chief, Patrol Division West, Los Angeles; Dr. Peter Lejins, Director, Institute of Criminal Justice and Criminology, University of Maryland; and Colonel Ray Pope, Director, Department of Public Safety for the state of Georgia.

The cooperation of the many police officers in the 14 cities and 6 state police departments visited during the data collection effort is greatly appreciated. Without their cooperation and assistance, this report would not have been possible.

The project team for Operations Research, Inc. (ORI) was headed by Mr. Richard L. Knoblauch, project manager and co-author of this report, and Mr. W. Thomas Callahan, senior author of this report. Dr. Lynn Llewellyn, formerly with ORI, was project manager during the early stages of the project. Administrative support and guidance was provided by Mr. Donald W. Walter, Program Director. Mr. Michael Brown of the ORI technical staff provided assistance in the reorganization and rewriting of the preliminary draft. The authors would particularly like to thank Mrs. Roberta Thompson for her patient assistance in typing and editing the report.

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I. INTRODUCTION

NEED FOR GUIDELINES

While massive civil disorders and violent protest demonstrations have become less frequent in this country over the past year, these and other acts of collective violence continue to threaten public safety and security. Incidents involving ambushes and assaults of police and other public safety personnel, bombings of public and private property, and various types of violent confrontations between police and organized groups persist. This indicates that, while smaller in scope and somewhat less visible, collective violence must continue to be dealt with as a serious national problem. Furthermore, the possibility that massive disturbances will erupt in the future cannot be ignored.

Perhaps the strongest assurance that occurrence of collective violence can be minimized, and that the dangerous effects of such incidents can be reduced rests with the continual improvement of the capabilities of law enforcement agencies. Police departments are increasingly successful in detecting and resolving conflicts before violence erupts, and when it does erupt, in safely containing the situation. The guidelines presented in the volume are intended to strengthen law enforcement agencies in their performance of these tasks.

PURPOSE

The development of these guidelines has been based upon descriptions of prevention and control practices which have already been implemented, and with which some success has already been achieved. The information contained in this volume was obtained from personnel in 14 city police departments and six state law enforcement agencies. Since such a sample does not support

broad generalizations concerning the most appropriate actions to be taken by police across the country, the appropriateness of the guidelines must be judged by each reader based upon his own circumstances and requirements. While some departments and agencies may discover little of value here, it is likely that others will be able to apply these guidelines to their needs for improved planning, training, operations, and evaluation pertinent to their collective violence problems. It should be emphasized that this volume is intended to provoke thoughts and introduce ideas and it in no way intends to stifle initiative.

METHODS OF PREPARATION

The development of these guidelines consisted of five steps.

- a. A review was made to identify literature pertinent to topics of collective violence and the police role in prevention and control of CV.
- b. A two-day seminar on police methods and organization was held in which four high-ranking police officers and a university professor of criminology—all of national repute—discussed questions of interest to the police regarding CV.
- c. A survey of 14 police departments was made in cities with populations between 40,000 and 2,000,000 in the Northeast, Southeast, North Midwest, South Midwest, and Southwest United States; the survey consisted of 120 interviews. Wherever possible, the Chief of Police, intelligence, detective, community relations, patrol and communications personnel were contacted in each city. Although unstructured, the interviews were designed to elicit all information concerning how each department prepared for CV, what actions were taken during CV, and what daily operations were underway to prevent CV. Approximately 190 hours were devoted to interviewing police personnel in the cities.
- d. Similar interviews were conducted with members of six state law enforcement agencies to determine how these organizations support local agencies with regard to CV control and prevention. This state agency survey was limited to high ranking officers—a total of 20 nation-wide.
- e. A compilation of all descriptions of police decisions and information requirements in support of decision-making culminated in the preparation of the written guidelines which are presented in this document.

A more complete description of the methodology employed in the preparation of these guidelines, and a list of all literature used as sources, is included in, Prevention and Control of Collective Violence: Guidelines for Police Decision-making, Methodology and Bibliography, Vol. 6.

BASIC PROPOSITIONS

Certain basic views held by the writers of the guidelines will be observed in the tone and orientation of this volume. These views were developed during the review of the literature at the beginning of the study, and during the interviews which were conducted with police officers. They are listed here to demonstrate that the writers make no pretense of being completely objective.

- a. Collective violence is apparently the result of growing tension among groups of communities. The growth of tension can be observed, over a period of time, by police in the performance of their normal duties. Following investigation and analysis of reports and behavior which indicate tension, police can take a number of actions which can serve, in some situations, to prevent violence. Prevention of collective violence in every case, however, is probably not possible.
- b. All police officers are decision-makers in the context of their own assignments, and all provide information upon which other officers and unit (precincts, departments, etc.) commanders can base their decisions. The flow of information within law enforcement agencies consists of reports which reflect not only criminal activity but also a wide range of other social conditions including those which may indicate tension.
- c. During a CV situation, the primary objective of law enforcement agencies is to end violence and restore order as rapidly as possible, while at the same time minimizing personal injury, property damage, animosity toward police and the likelihood of additional violence.
- d. After CV has begun, or when crowds with potential for CV have formed, policemen must achieve their objectives through disciplined teamwork in support of command decisions. As a result, while continuing to maintain law and order to the best of their ability, police may find it necessary to refrain from

making arrests or otherwise enforcing the law when such actions would break up the team effort or provide an opportunity for the escalation of violence. Commanders must make the decisions affecting the nature of police responses based on their estimate of each situation, although it may be said that police efforts should concentrate first on actions against persons who are endangering life (with deadly weapons, fire, etc.).

- e. Law enforcement and peace-keeping, although they are the specific duties of police, are general responsibilities of all citizens.
- f. Police provide not only law enforcement and peace-keeping services but a number of their services in support of public health, welfare, education, sanitation, etc. Police may find it useful to increase these additional services from time to time in order to decrease tension in the community. Such increased effort—clearly not a duty of police—may be particularly effective when other public and private organizations fail to take action to reduce tension.
- g. It should also be emphasized that the writers made no evaluative judgments of police practices, which are described herein as "guidelines." Accordingly, some of the guidelines which are included may be found unacceptable to specific readers.

These guidelines assume, furthermore, that in every law enforcement agency, an individual or individuals fills the roles to be described below. The titles attached to these roles are intentionally general, and may not exist in any given department's table of organization. In very large departments, these roles are divided into more specialized roles. Small law enforcement agencies may require that one or two officers perform the duties entailed in all of these roles.

Chief of Police (Sheriff, Colonel, etc.). The commander and administrator of all law enforcement and peacekeeping forces in a specific jurisdiction. Also, the Chief is the law enforcement officer directly responsible to the overall government administration in the jurisdiction, and the primary point of contact between his agency and other public service departments within the same jurisdiction. The Chief is also the major link with heads of other law enforcement agencies.

Community Relations Personnel. The police officers whose primary responsibilities consist of maintaining an accurate, positive image of the police department and police officers in the minds of citizens, and assisting police in understanding the community. They are not involved in law enforcement activities directly, but support the actions of other officers by attempting to create an atmosphere in which police effectiveness will be high. They interact directly with citizens face-to-face or indirectly through the mass media. Community relations officers may also enlist the assistance of other police officers in fostering and supporting community development and human relations programs.

Intelligence Personnel. These include officers who are specifically assigned to the support of decision-making by gathering, analyzing and disseminating information pertaining to potential or actual collective violence. These also include detectives or agents who, in the course of investigations of criminal offenses other than CV, may collect information pertaining to CV.

Patrol Commander. This category consists of commanders of patrol shifts and all police officers who serve as commanders of police during crowd control and CV control operations. It should be noted that no particular rank is implied by the title "patrol commander."

Patrol Personnel. This group of police officers, for the purposes of this volume, consists of officers whose primary duties involve patrol of streets and initial police response to illegal activity, complaints, or requests for assistance. Furthermore, this group includes officers who may not be assigned to patrol except during crowd control or CV control operations.

Separate guidelines have been prepared for each of these police roles. Readers of this volume may wish to read the others as well, since the roles of police in prevention and control of CV clearly overlap. Law enforcement officers whose duties may extend across several of the roles mentioned above may find it especially useful to read all of the volumes. Care was taken to state all guidelines as concisely as possible, in an effort to minimize the size, and thus facilitate the practical use of each volume.

DISCUSSION OF TERMS

- a. Collective Violence—(a) any group activity which interrupts legal patterns of behavior and causes property damage or personal injury, or (b) any

activity of an individual or group which interrupts legal patterns of behavior and causes multiple incidents of property damage and personal injury.

- b. Groups—Conceivably, any group has the potential of causing or becoming involved in CV. Most police efforts which were observed, however, have been keyed to preventing and controlling violence among the following:

1. Political Activists—persons who demonstrate their belief that the Federal, state, or local government, or a huge range of government policies, should be changed. This group potentially includes all Americans who may choose to exercise the right of assembly guaranteed by the First Amendment. Accordingly, this group cuts across all others which are mentioned below, and includes persons who favor or permit violence, although most are committed to non-violent action as a political tactic.
2. Students—Within the general area of campuses, students have protested the administration of their schools and various other political issues. By far, the majority have chosen to be non-violent, but some have employed violent methods including the use of lethal weapons.
3. Urban Minorities—The most striking cases of large-scale street violence has occurred among members of urban minority groups, especially urban blacks. The underlying causes of violence and the incidents which triggered these disturbances have been widely studied by police. Again, only a small percentage of urban minorities were connected with the disorders, and an even smaller number were actively violent.
4. Violent Extremists—Especially in recent years, a number of groups have developed which are openly dedicated to the use of any means, including violence, to achieve their goals. Most of these groups are small in any one community, but they may be linked to similar groups in other areas. They may or may not

have a well articulated political ideology on the far left or far right. They may be of a single race, ethnic or religious group, or a mixture of several. Bombings, ambushes, shoot-outs with police and planned destruction of property are tactics of these groups.

5. Labor Unions—Strikes, especially at very large factories or in the streets continue to present the potential for violence.
6. Gangs—Youth street gangs and motorcycle clubs, especially when rivalries between gangs develop, can generate violence, sometimes over an extended period.
7. Crowds—Persons drawn by various kinds of entertainment such as music concerts or athletic contests have, at times, become violent.

c. Prevention of Collective Violence—Prevention is the result of all actions taken by citizens, including police, in order to

1. Reduce tension among members of the community
2. Neutralize the influence of persons or groups who have expressed or demonstrated an inclination towards violence
3. Abort the planned violent activities of persons or groups
4. Protect, pacify or disperse crowds which may generate violence
5. Avoid triggering violence by intentional or inadvertant abuse of police authority.

d. Control of Collective Violence—Control is the result of all actions taken by citizens, especially police, in order to

1. Limit the geographical area and the number of persons affected by CV
2. Disperse violent groups
3. Minimize personal injury and property damage

4. Restore the rule of law and the value of order
5. Minimize the probability of the recurrence of CV.

INFORMATION REQUIREMENTS FOR PREVENTION AND CONTROL

Police officers gather information on events and trends in the community on a continual basis. Such information, if it has any significance for CV at all, will be applicable to both prevention and control, since police act in a "preventive" capacity even when they are "controlling" a full-scale CV incident. Furthermore, intelligence produced during control operations may be used in preventing future outbreaks of violence. Why, then, is it useful to separate prevention from control at all? The answer focuses on the context in which police operations occur as is described by the following observations:

- Prevention activities are extremely valuable if effective, since control activities presume that some personal injury or property damage is occurring
- Prevention activities include all police actions accomplished in the course of normal police operations
- Prevention operations may address long-run community problems, while control operations focus on one short-run problem—violence—and the need for restoring order
- Many elements of information gathered during times when the local jurisdiction is quiet can be used to plan in advance for control operations
- Control operations require extensive planning and a high level of training
- Control operations demand disciplined, coordinated efforts of police officers working as a team
- Control operations occur in an atmosphere of pressure which magnifies the necessity for rapid gathering, processing and dissemination of intelligence, efficient communication and pre-planned command and control procedures.

Having stated these primary differences between prevention and control operations, it is now appropriate to discuss both types of activities, including their similarities and differences in terms of the elements of information required to support them.

Locations of CV

General Locations. Police know from long experience the general neighborhoods that have presented the threat of CV in the past. Through constant monitoring and analysis of tension indicators (i.e., public opinion and social and economic conditions), police can identify other potentially troublesome areas.

The relationship of likely CV areas to the entire jurisdiction must also be considered. An incident of CV in a small area, for example, may affect traffic flows in a much larger area of the jurisdiction. Furthermore, the whole jurisdiction must be considered in terms of its closeness to other jurisdictions where persons known to favor violence reside. Clearly, then, police planning and action relative to CV control must extend beyond the boundaries of the areas in which violence actually occurs.

Particular Locations. Within the neighborhoods which present a general threat of CV, certain locations may be identified as important. These places may be considered as three types.

- Areas where crowds are regularly present. Taverns, pool halls, theatres, housing projects, college student unions. These areas commonly attract large numbers of people for recreation and other social functions. The potential for CV increases, especially when criminal operatives, political dissidents, youth gangs and juveniles frequent these places.
- Areas when crowds assemble less often. Public parks, government building, college quadrangles, business establishments (such as banks and factories), sports stadiums and open fields are sometimes centers of social and political activity. Political demonstrations and protests, labor picketing, and "rock concerts" usually occur at or near these places.
- Areas which may become targets of CV. Police can identify potential targets, primarily through intelligence activities, but sometimes from public announcements from dissidents themselves. Government buildings (especially defense facilities), police stations, public utilities, etc., have been targets. After widespread CV has broken out, liquor, grocery, clothing, appliance and furniture stores may become targets.

Location Characteristics. Police also consider the ways that the characteristics of locations affect control operations. Each neighborhood will present a number of hiding places for persons and weapons and perches for snipers, and some buildings may affect radio transmissions.

Reasons for CV

Historical trends, the social and economic environment, the physical environment and competition for leadership contribute to increasing the potential for CV.

Historical Trends. Blacks, Puerto Ricans, Chicanos, Indian-Americans, Orientals, and other minorities are attempting as groups to make social and economic progress. They raise the level of tension among their own group by recalling their heritage as victims of persecution and oppression.

Although many people agree that minority groups should seek social and economic improvement, many also disagree with the way in which the minority groups work. Individuals and groups take action to oppose the minority group movements. They often use racial or ethnic stereotypes to fortify their opposition to the emerging minority groups. These stereotypes and the actions taken by the opposition groups raise the level of tension further and increase the potential for violence.

A third important historical trend is the fact that police departments are improving in many ways, but the attitudes of people toward police is changing less rapidly. In some areas, among some groups, the police of today represent all the mistakes which police have made in the past.

Social and Economic Environment. In urban areas, people often feel and are victimized by merchants, politicians and police. Especially in slum areas, the whole "system" seems to prey on the people. Poverty brings ignorance and illness—which breed more poverty. All kinds of criminals—drug pushers, robbers, burglars, loan sharks, extortionists, pimps, con men, etc.—all seem to thrive in the poor areas. The merchants are endangered by crime and bad debts, so they raise prices and anger more citizens. The politicians promise rapid social changes, but they seldom deliver. The police seem to bring trouble when they do their job of enforcing the law, but they never seem to enforce the law enough to protect citizens from crime.

On college campuses, the social and economic view is brighter, but the potential for violence can be just as great. Unlike a community, a college population is a very select group. Everyone is young, wanting to have fun, wanting to impress each other, wanting to find a way to make a living and possibly improve society. They want to assert their independence from parents and from other authorities. They want to demonstrate that they have their own ideas, their own interests, their own "life style."

As S. I. Hayakawa, President of San Francisco State College, has pointed out, college students are very good with words. Ability with words got them into college in the first place. Words enabled them to score high marks on high school tests and entrance exams. At college, students learn about life mostly through words—in books, in classrooms, in rap sessions, in rallies. Soldiers know about war and its horror because they have seen it in terms of jungle, rain, bullets and blood. Students see the same things—in words. Poor people know about poverty because they have felt hunger and sickness. They may have seen rats in the kitchen and muggings in the street. Students know these things exist—because they read about them. Police have witnessed crimes and have interviewed criminals. Students read the newspaper reports of crime. In each case, students are at a great disadvantage, because events like war, poverty and crime are complex, while words are simple. Consequently, students can gain real knowledge of events without necessarily facing all the difficulties which these events really entail. This is one reason why students are very good at discussing social problems, less good at providing solutions.

The combination of group pressures, youthful enthusiasm, growing knowledge and social impatience can increase the potential for violent action among students. The potential is increased even more when a large number of students on a campus are away from home. If they were arrested in their home towns, they would bring community disgrace on themselves and their families. The campus, on the other hand, may be far away from this social pressure. After college years, students will probably have relatively little contact with the university or the town. Accordingly, students from out-of-town are more willing to participate in potentially violent protests.

Physical Environment. A number of aspects of the physical environment also tend to raise the potential for CV. Apparently unequal public services can cause citizens, especially taxpayers, to become angry. In many areas, citizens are disturbed by the quality of street maintenance, trash collection, fire protection, police services, public transportation and recreation. Especially among tenants in low-income housing areas, dissatisfaction with public enforcement of building codes is deep and vocal. Failure of these public services gives residents the impression that society has physically isolated them in a holding camp for second-rate citizens.

Other aspects of the physical surroundings also increase tension. Crowding and abandoned buildings where rats breed and criminals hide sometimes lead people to think of themselves as helpless victims of "the system." When these physical conditions are removed by "urban renewal," the local environment actually becomes worse, at least temporarily. The demolition and re-construction of buildings, or the construction of highways and rapid transit facilities further disrupts the area, often without consideration of area residents. When new facilities, such as super-highways or

railways are completed, they become boundaries between communities. Those "on the other side of the tracks" may be depressed or feared. All of these physical conditions extend the potential for violent actions by residents.

Leadership Competition. The existence of organized political groups does not itself increase the potential for violence. Many groups and their leaders utterly oppose violence. But whenever an extremist group which advocates or condones violence emerges, competition for political leadership begins. The end result may be an increase in the potential for violence among all concerned.

Each group leader seeks political advantage by attracting as much attention as possible. In order to compete with other leaders, politicians tend to make hard, striking, and even outrageous statements which will be spread by the mass media and by word of mouth. These statements, even if completely non-violent, often create tension because they usually promise things which make current society look dismal.

When extremists enter the picture, the whole competition changes. They may actually advocate, incite, or perpetrate violence against society. Even if they only threaten violence repeatedly, they may be eventually forced, to take violent action. Otherwise, they may look foolish before their supporters, and their leadership status may be eroded.

During the control phase of CV operations, police have little opportunity to consider or influence the underlying reasons for violence. Police may be able to assist, however, in establishing meetings between community leaders who can reduce violence and government officials who can directly affect the conditions which led to violence. Furthermore, the fairness with which police control violence will affect the basic feelings of citizens toward police and society in the future.

Information must be collected even while violence is occurring to determine the reasons for continued violent action. The following paragraphs describe some of the reasons for the persistence of violent disturbances which have been reported by police.

- a. An organized group, devoted to violence for its own sake or as an acceptable political tactic, is encouraging the continuation of the incident.
- b. An organized group, devoted to a political or social change, is encouraging violence in the belief that it will further their cause.
- c. Rumors are creating continuing tension.

- d. Persons or groups believe that cases of apparent police misconduct will go unnoticed or unpunished and that "the people" must take their own revenge.
- e. The general violence itself provides a mask for personal violent behavior which in "normal" times is prohibited by the customs and social pressures of the community.
- f. Opportunities for looting or "rip-offs" encourage individuals to take advantage of the situation.

Time Considerations in CV

Collective violence can occur at any time, but police experience has shown that the potential for violence increases at the following times.

- a. On Weekends. Time off from work means that people are free to gather in the streets. Since paydays are often on Fridays, many people have a surplus of cash on weekends. Weekend evenings are traditional times for drinking and recreation for many people. This leads to crowds, police involvement with traffic and other illegal actions, and perhaps, careless behavior by people "having fun."
- b. During Hours of Darkness. Darkness provides a mask for vandals and persons intent on violent crimes such as arson to hide behind. People can shout at police, throw bottles and rocks or break into store fronts much more easily in the dark than during daylight hours. Crowds partially obscure the identities of individuals. At night, persons in a large group become almost anonymous.
- c. After the Public Arrest (especially when physical coercion is necessary) of a Member of the Community. This may lead from charges of police brutality, to the formation of crowds, and finally to violence.
- d. After or During Collective Violence in Other Areas of the City or Country. Most experts believe that the city riots of the 1960's were partially contagious. When dissident citizens of one city saw riots occurring elsewhere, they started "sympathy" demonstrations or riots in their own area. The best example of this kind of behavior was the widespread violence which followed the assassination of Dr. Martin Luther King, Jr. in April 1968.

- e. After or During Local, National or International Events in Which Groups Have a Clear Interest. Spectacular incidents other than collective violence may become the occasion for CV. The treatment of Jews in the Soviet Union, the United States incursion into Cambodia and other events have produced a collectively violent response among some groups. Such events are of great concern to many people, and consequently they receive extensive coverage in the media. Certain groups, such as militant American Jews or militant students may respond to these incidents with violence or with mass action which increases the potential for violence.
- f. After or During Political Meetings or Demonstrations. Although they have been less frequent recently, mass political meetings and demonstrations are part of American life, and in most cases are non-violent.

The time of an outbreak can also have important effects on CV control efforts. Nightfall, rush hour traffic, convention or spectator crowds, groups of people leaving taverns at closing times—all of these exert extra pressures on police if violence breaks out at these times.

During the control phase, the most important aspect of time involves the rapidity with which police move from their normal operations, which emphasize individual decisiveness, to a CV control mode, which stresses disciplined, coordinated team effort.

The changeover to control operations is somewhat aided by the tendency of CV outbreaks to develop over a period of time. Prevention operations provide much information upon which decisions can be based during the control phase. Even the "triggering event" in a CV situation sometimes precedes overt violence by hours or even days. In the period between the first clear indication of violence and a large-scale outbreak, police can begin to execute control plans while intensifying preventive efforts as well.

Persons Involved in CV

The members of the community who are involved in CV and are of interest to law enforcement agencies include both those who are participating and those who are opposing the violence.

Participants in CV. The persons who may produce or participate in violence are listed here based on the level of their probable threat, and are described by the behavior which may indicate their potential danger.

- Persons may come to the area from outside for the purpose of confronting the police in the streets or for the purpose of committing another illegal act such as a bombing.
- Local groups may advocate violence and death for police, especially when these groups are fighting within themselves. Such groups are generally involved with isolated bombings and killings. They participate in mass violence only when the costs to them are low and the benefits high.
- Local individuals may have demonstrated animosity toward police or society and seek public support for their position.
- Ambitious political activists may attempt to gather large crowds in order to attract attention to their cause or to themselves.
- Juvenile gang leaders and members may try to draw attention to themselves.
- Group leaders may become convinced that collective violence is the correct way or at least an acceptable way to achieve benefits for the group. These leaders may hold their position of leadership because of their material wealth in the midst of poverty, because they have achieved material success in the past or simply because they can act effectively as spokesmen for their groups (they need not be clergymen, club presidents or student body officers). They may even be involved in gambling, prostitution or more serious crimes and are leaders because they have expressed interest in group advancement. The group they represent may be as large as a whole race or class, or simply the "regulars" at the tavern or pool hall.
- Any other person may decide that his background and beliefs do not prohibit collective violence for the sake of personal or supposed community gain.

Opponents of CV. Since the prevention of CV is a relatively long-run effort, many citizens can be recruited by police to support programs that will reduce tension in the community.

Any person who has a clear interest in preserving the community or in frustrating those who seek violence can help. Even criminal operatives and political extremists may help to prevent violence if they can see that peace, at least temporarily, is in their best interests. More often, assistance to police in preventing CV will come from community action leaders, local businessmen, religious leaders, youth groups, and administrators of health, welfare, housing and education programs. Representatives of the mass media can also be very helpful.

During the control phase, police must determine who has actually become involved in participating in CV. These persons will include all those who have fostered, planned or committed acts of violence—perhaps to achieve a goal—and other citizens who have joined in the violence for their own reasons.

Groups and individuals must be identified, as well as their addresses and vehicles. The number of persons who are participating must also be estimated since police employ formations and tactics which are suited to crowd size. The number of participants will also indicate whether reserve forces should be readied or deployed.

An accurate assessment of who is involved may be hindered by two factors.

- a. The sudden, apparently unorganized nature of many large civil disorders may disguise the characteristics of the groups and individuals involved.
- b. Police may encounter difficulty in attempts to infiltrate groups who advocate violence; even though such infiltration may be necessary for the purpose of obtaining information concerning the triggering and sustaining of civil disorders. Infiltration is considered the single most effective way to determine who is involved in a violent event.

Assistance for police control operations is likely to come first from individuals or groups who attempted to help police in preventing CV. In some localities, active community relations boards—with many contacts in the community—have supplemented the police in taking rapid action to effectively control efforts. Members of such boards as well as other citizens can be asked to help, if circumstances permit, by taking direct action, especially in rumor control and other community relations efforts. It should be emphasized that the use of community resources can serve to prevent unfounded accusations of arbitrary police action or police brutality following the CV incident.

Types of CV Events

CV events and events which have been included in CV in the past consist of bombings, ambushes, shoot-outs, demonstrations, strikes and crowds. After any of these events has produced widespread violence or other illegal activity, they may be referred to as riots or mobs. It should be stressed that many demonstrations, strikes and crowds are completely legal gatherings in which police activity is devoted both to the protection of life and property and the guarantee of rights of free speech and assembly. Thus, these events should not be viewed beforehand as essentially violent, although each should be reviewed in terms of its potential for causing or providing the setting for violent activity.

Bombings may be the result of conspiracies, although some have been carried out by individuals. Bombings and ambushes usually require extensive planning and secrecy. Shoot-outs appear to be the result of general plans which can be enacted at any time, usually against police.

Demonstrations vary greatly in size and are organized in support or protest of government or institutional policies. Although most demonstrations are legal and intended to be peaceful, violence may develop within them on a small- or large-scale. Some demonstrations, furthermore, are essentially illegal, such as traffic disruption or the occupation of public or private buildings. A very small number of demonstrations have been not only illegal, but intentionally violent.

Strikes have the same characteristics as demonstrations, except that they are undertaken by persons who are very well organized (over many years, perhaps) and usually involve action of specific labor groups against specific business organizations or public service agencies.

Crowds vary greatly in size and usually are disorganized. Violence in crowds is usually not planned, and is small-scale, although it may grow.

Ways in Which CV Occurs

Actions which are most likely to require police action are listed in the following paragraphs in the order of their urgency.

Planned violence may be organized by individuals or groups against persons or property, especially against groups of persons. The bombing or burning of buildings, ambushes and ritual murders can be considered in this category which takes first priority for police preventive action.

Planned confrontations with police or confrontations with groups of citizens may occur. These will require police action to restore traffic flow or public order.

Spontaneous formation of groups of citizens to protest police action may follow public arrests. Whether the police action was correct or mistaken, crowds may react violently. Thus, in every case when arrests or other police work leads to spontaneous confrontation between police and groups, prompt action is required to prevent violence.

Crowds may grow or move beyond the limits of police capability to protect lives and property. This requires direct intervention by police to provide for orderly crowd growth and direct movement. When police intervention occurs, a confrontation between citizens and police can develop, and violence may result.

Violent reaction to the words of speakers or violent acts incited by speakers may occur at meetings and rallies. Potentially inflammatory speech, although protected from abridgment by the First Amendment, is reason for police to prepare to take action to prevent violence.

Tension may grow within a group in a place where potential for violence is high. This may occur, for example when performers fail to appear for concerts, and at athletic contests which excite feelings of participants.

If violence actually begins to occur, a virtually limitless number of different violent acts may be performed. Some of the most significant actions which have been reported by police include those in the following list.

- Threats to life are posed by snipers, arsonists, and persons with incendiary and explosive bombs.
- Fire and explosive also threaten real property.
- Rioters attempt to destroy police vehicles with fire or other means.
- Violent persons throw a wide variety of missiles at police and other passers by, both in vehicles and on foot.
- Large or small groups attempt to break through police lines by force.
- Barricades are built to hinder traffic flow and to conceal and cover persons who are throwing missiles or sniping.
- Vandals break windows and may attempt to loot retail business stores or warehouses.

- Non-violent militants illegally block streets and building entrances or occupy buildings or offices. Although these acts are not violent in themselves, violence often results when police attempt to remove these persons who are breaking the law.

OUTLINE OF THE REMAINDER OF THIS VOLUME

Chapter II consists of introductory notes for the personnel for whom the volume was prepared. Chapters III, IV, V, and VI are entitled Planning, Training, Operations, and Evaluation, respectively. Relative to each of these activities, each chapter discusses the information which police require in support of decisions regarding both prevention and control of CV. Within each chapter, prevention and control guidelines are listed separately. Prevention and control guidelines are further broken down into categories based upon six essential intelligence elements:

- Locations of CV
- Reasons for CV
- Time Considerations in CV
- Persons Involved in CV
- Types of CV Events, and
- Ways in Which CV Occurs.

A similar format has been used in all the volumes of this series:

Volume I, Chief of Police; Volume II, Community Relations Personnel;
Volume III, Intelligence Personnel; Volume IV, Patrol Commander; and
Volume V, Patrol Personnel.

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I. INTRODUCTION

The Introduction is contained on pages 1-1 through 1-19 (TAB I) of this volume.

II. INTRODUCTORY NOTES FOR THE CHIEF OF POLICE

In the course of the discussions concerning collective violence which provided the basis for this volume, police officers often repeated several themes regarding the role of the Chief of Police. All of these themes are related to the Chief's position as the leader and planner of his own department's activities, and as the primary representative of the department in dealing with government executives, other law enforcement agencies, citizen groups and individual citizens.

The Chief of Police must actively support, over an extended period, perhaps, any new police programs which are designed to prevent or control CV.

Some police mentioned that the whole subject of collective violence has helped to create confusion among police officers about how the law is to be enforced and the peace maintained. Many departments are instituting new specialized units, training programs, new equipment and new patrol procedures to attempt to deal with the potential for CV. Many of these innovations are sometimes difficult to fit into the practices of police work to which experienced officers have become accustomed. Some officers may see CV as simply an extension of their daily law enforcement activities, and any attempt to treat CV as a special problem a waste of time. In such an atmosphere, the Chief of Police may be required to "campaign" for the new practices over an extended period of time. In some departments, active community relations programs, specialized intelligence units, internal review units and various kinds of advanced human relations training have required special support from the Chief.

The Chief must also defend his innovations to the general public. Citizen groups of various kinds have opposed many of the innovations which police have adopted to deal more effectively with CV. Intelligence operations, Tactical Patrol Forces (TPF), and community relations programs, and Chiefs of Police, in conjunction with government executives have been required to defend the new practices.

Planning for control operations must be initiated and supervised by the Chief of Police. As will be noted on the following pages, many police believe that a written plan and manual, periodically updated, is essential if police are to achieve high levels of effectiveness in controlling CV. The generation of such planning documents will require active participation by the Chief.

The importance of the Chief is magnified by his role as coordinator of mutual aid activities with other law enforcement agencies in planning for emergency operations. Every law enforcement agency contacted during the preparation of this volume expressed a desire for greater coordination of emergency activities. The need for mutual action is particularly great in those areas where a large number of law enforcement agencies operate in a relatively small geographical area, or where one department, such as a college campus police force, operates entirely within the jurisdiction of another force.

Several departments agreed, furthermore, that for the present, the problem of CV seems to have changed from large-scale street disorders to carefully planned, well-executed, conspiratorial attacks on police, other citizens or property. In this context, the Chief of Police may increase intelligence efforts within the department by establishing a separate intelligence unit which will serve as the hub into which and from which all information regarding CV will flow.

The Chief must also play an important role in supporting the actions of community groups who are attempting to improve adverse conditions within the jurisdiction. In some localities, Chambers of Commerce, large Community Relations Boards, church organizations, etc., are expanding efforts to improve the social, economic and physical environment of towns and cities. In every jurisdiction, the participation of the Chief of Police in these programs may increase their effectiveness and enhance the reputation of the police department.

The training of police officers in the prevention and control of CV was also a general concern of the departments which were contacted. The Chief of Police must provide such training within the limitations of the department budget. At the same time, the number of officers available for training will be limited by the need for most officers to be actively involved in law-enforcement and peace-keeping activities. Accordingly, the Chief of Police must develop creative approaches to the planning and funding of training programs.

III. PLANNING

Planning for prevention consists of all analyses and decisions undertaken by police to prepare operations which will reduce tension among normally non-violent persons and to interrupt the potentially violent activities of persons who see violence as necessary or acceptable. Planning efforts include identification of needs, organization of action groups, formulation of prevention strategies, generation of tactics, selection and purchase of equipment and materials, and recruitment and training of personnel. Specific CV planning supplements a variety of police general orders, regulations and procedures which are inherent in routine police operations.

Planning for control includes all of the steps of planning for prevention, but is oriented toward preparing operations to restore order rapidly and to decrease the likelihood of further violence. Planning for control emphasizes the development of standard procedures which can be exercised swiftly and coordinated effectively. A recommended product of planning for control is an Emergency Operations Manual which prescribes Personnel, Intelligence, Operations, Logistics and Command and Control practices to be used during violent incidents. This manual is supported by all other police planning documents and procedures which are used by police during periods when CV is not occurring.

PLANNING FOR PREVENTION

Potential Locations of CV

1. Identify all areas of the jurisdiction where the crime rate is high, where political dissidents or youth gangs congregate, and where political demonstrations are commonly held. These will vary from town to town. Members of the force will usually know these places, based upon their experience.
2. Require of community relations, intelligence, and patrol command personnel a best estimate of the political, social and economic problems that contribute to the general potential for violence in these areas.
3. After the problems have been estimated, decide which of them can be partially solved by police action.
4. Develop an overall area-by-area plan for arranging police activities to decrease the political, economic and social potential of violence. Concentrate first on training the police to provide the most professional service to all areas of the jurisdiction. This task, although obvious, is not easy. Many citizens have great prejudices against police and serve as antagonists to police work even when it is highly professional. At the same time, some policemen have prejudices based on racial or social stereotypes. Police prejudice can discount the professionalism of police service. Only a concentrated effort over a long period can reduce prejudice, especially when the daily relationships between police and citizens are unpleasant or even dangerous.
5. Allocate specially trained personnel and other special resources to the areas that most need help. Make known to the government of the jurisdiction that more and/or better resources are needed, e.g., better trash pick-up, street cleaning, weed cutting in vacant lots, etc.

Reasons for CV Potential

7. A policeman was heard to say, "The police have no problems. Society has problems and demands that police solve all of them." Although it is patently unfair for society to lay such a burden on police, think of the jurisdiction in terms of all of its problems, even those that cannot be addressed by police. Relate each of the problems to the potential for violence.
8. The problems of each jurisdiction are unique, but those which are most widespread in the United States are: racism and ethnic prejudice, poverty, housing, crime, political and social dissension. Review the characteristics of the jurisdiction to determine which of these or other problems are important locally, and how they may tend to cause collective violence in the future.

9. Designate the problems, beginning with crime and equality of law enforcement, that police can address directly.
10. Devise a plan for reducing racial, ethnic or youth group prejudices existing within the police force. Include hiring of police from minority groups if possible.
11. Identify the problems, from a long-run viewpoint, that police can help to solve. Identify other organizations who are seeking solutions to those problems and offer police assistance.
12. Organize, if none already exists, a police community relations program to coordinate police efforts in solving social problems.
13. After viewing the problems of the jurisdiction, consider the probable effect of nationwide social trends on the local community. Does the community have any facility, such as a campus or military base, which might attract outsiders devoted to organizing protests? Does any labor-management problem exist which could attract national attention of outside groups? Police will not desire to limit the lawful entry of these outsiders into the community, but a plan for dealing with them once they have arrived should be considered.

Time When CV May Occur

14. Outline a yearly calendar of events which have historically presented a potential collective violence problem to the jurisdiction, or which might present such a problem in the future. This calendar can be used to plan intelligence operations and patrol manning schedules far in advance of these recurring events.
15. Assign the task of anticipating CV problems to community relations and intelligence personnel.
16. Contact other community leaders and point out to them that their planned events, if occurring during a time of tension, may increase the potential for CV. Ask their cooperation in adapting their schedules as much as possible to the needs of public order.

Persons Who May be Involved in CV

17. Require that community relations and intelligence personnel compile as complete a list as possible of the important groups and individuals who have the potential for contributing to violence.

18. Compile a list of all members of the community who exercise leadership. Determine which of these is likely to help or hinder police efforts to prevent violence.
19. Require that intelligence personnel develop a plan for coordinating investigations of potentially violent persons with other local law enforcement agencies—municipal, county, state, and Federal. This coordinating task may require the full support and cooperation of the Chief. Investigations often present coordination problems, and the various agencies may develop jealousies which will impede the flow of information.
20. Develop a plan for contacting, in priority order, the important persons outside the department when the potential for violence increases. The government executive of the jurisdiction—major, city manager, county executive or governor—must be included. Municipal, campus, county and state law enforcement agencies must also be on the list. Local or state National Guard liaison officers should be included. Hold periodic conferences to assess the practicality of these procedures for notification of key individuals.
21. Prepare another list of community leaders whose assistance can be enlisted when the potential for violence increases. The priorities for contacting these people will vary with the situation. If student violence seems to be impending, the superintendent of schools or the president of a college will be an important contact as well as student leaders who may be able to moderate the situation. If urban violence appears to be developing, community action leaders or youth group leaders may be most crucial. Police community relations personnel can assist in preparing the list.
22. Set up a procedure to be followed for organizing a crisis conference whenever violence is threatened (or occurs). At the first level, the conference should be internal—the Chief, intelligence, community relations and tactical patrol force personnel (if any), other patrol commanders, and the communications chief. This conference should meet whenever any incident with either potential or real implications of violence occurs. It should reconvene periodically until the issue is resolved.

At the second level, the conference should also include a representative of the pertinent government administration to plan responses (if any) to the grievances of dissidents. At this meeting, the Chief, community relations and intelligence personnel may present their reports, especially reports of meetings with dissidents.

Planning for Control

The third level conference occurs only when the Chief decides that other law enforcement agencies will be required to prevent (or control) violence. This conference will include the Chief and his staff, and liaison officers from other law enforcement agencies with responsibilities in the jurisdiction. This conference should review all intelligence concerning the developing incidents (information on who, where, why, when, what and how), and should also review standard procedures and make specific plans for dealing with the incident.

Plans for calling each of these conferences should be prepared and approved by all parties concerned before any trouble arises.

Events Which May Lead to CV

23. Require that intelligence personnel devise a plan for detecting planned violence or planned confrontations with police. This necessitates the recruitment, training, and handling of undercover agents and/or the development of informants among members of dangerous groups.
24. Devise a plan for training officers to deal with the buildup of group tension at scenes of arrests or at rallies, demonstrations, entertainments and other events which are intended to be peaceful and orderly.
25. Provide or obtain training in crowd control for all officers, or as many as possible given the budget constraints of your jurisdiction.

Ways in Which CV May Develop

26. Devise a plan for coordinating patrol, intelligence, and crime analysis functions to estimate what tactics and weapons are available to persons or groups felt to have an inclination toward violence.

PLANNING FOR CONTROL

Although many of the prevention guidelines (above) are clearly applicable to control planning as well, the following discussion specifically oriented to control planning should be considered.

Planning for control consists primarily of three major steps: (1) the development of a set of written operational procedures for use by the local department during crowd control and CV (these written procedures will be referred to as the Emergency Operations Manual and Plan); (2) the institution of a mutual aid arrangement with other nearby law enforcement agencies; and (3) the design of a centralized, well equipped command center. Many police departments have achieved success with these three steps.

A discussion of the procedures to follow in preparing an Emergency Operations Manual or "ready book" is beyond the scope of this report, although the guidelines support such a manual. The preparation of a manual is described well elsewhere:

- Civil Disturbances and Disasters, Department of the Army, FM 19-15, March 1968.
- Staff Organization and Procedures, Department of the Army, FM 101-5, June 1968.
- Civil Disturbance Orientation Course Material, Department of the Army, the Military Police School, Fort Gordon, Georgia.
- Guidelines for Civil Disorder and Mobilization Planning, Smith and Kobetz.

The Emergency Operations Center (EOC) should be a secure, centrally located facility from which the commander of local or overall mutual aid forces can provide effective direction for all personnel. The EOC should include a situation map, a communication center, an operations center, an intelligence center, briefing rooms and offices. Arrangements must be made to provide space for any National Guard or other state officers who may establish headquarters. Fuller's discussions of the EOC is included in the publications cited above concerning the Emergency Operations Manual.

The mutual aid plan will now be discussed as a separate topic.

The Mutual Aid Plan

27. Make sure that the list of agencies and individuals to be contacted during a civil disorder is continuously revised and updated. In some jurisdictions, people who should be contacted include the Mayor's office, local military bases, the FBI, utility companies, sanitation department, state and local disaster offices, medical facilities, fire companies, and representatives from adjacent communities. When banks have been targets of violence, they should be alerted.
28. In a mutual aid situation, the person with local command responsibility should make every effort to identify specific missions for assisting law enforcement units. Whenever possible, let local police handle crowd control duties. Assign traffic control, perimeter control, and reserve missions to outside groups. You know what the capabilities of your men are; you don't know what to expect of outside units. Citizens will often respond more favorably to local police—men they know.

29. The importance of knowing who has the responsibility for directing disorder control operations cannot be overstressed. This becomes even more important in small towns—responsibility must be designated in advance. Where this was not done in the past, jurisdictional disputes seriously hampered police effectiveness.
30. Small towns can develop very effective tactical squads, even with as few as five men. Often, larger jurisdictions are willing to assist in providing training for such a squad and should be approached with requests for training.
31. Plans for mutual aid should include procedures for whom to call and how to call. In some jurisdictions it is not possible to call for mutual aid before local resources have been committed. One rule of thumb is that local resources are considered exhausted after 50% have been used.
32. Good mutual aid depends on cooperative intelligence activities, an established communications system, and sound procedures for solving logistical problems including a central supply location and stockpiles of weapons, ammunition, and other critical items.
33. Plans for mutual aid should also consider whether or not geographical zones used by local law enforcement units are the same as those used by state agencies. Are good maps available of the area? Is the scale sufficiently large to be useful? Is the type of map projection (or grid coordinates) the same for adjacent units? Are the same maps used by local and state agencies including the National Guard? Are overlapping radio bands available for emergency situations?
34. Another requirement for mutual aid is that specific procedures for entering campuses to quell CV should be worked out well in advance with college officials. Some law enforcement units will not act without a written request from specific college officials. Other jurisdictions have tried to make sure that there is only one person, either the head of campus security or the school president, who must be contacted when quick decisions are required. Know who to contact on campus and which college officials must call for assistance.
35. If possible, law enforcement agencies operating in the same or adjacent communities in a mutual aid force should use a "common language". Initials such as APC, EOC should mean the same to all groups concerned. Common codes, particularly emergency codes (e.g., "1033") would avoid much initial confusion. The common code must be disseminated to all mutual aid units and any necessary training provided.
36. In planning for mass disturbances, don't overlook such things as VIP security measures, the prevention of sabotage to police vehicles, and the protection of police installations. Know the statutes that might be invoked.

Locations of CV

37. Locate all areas where CV control may be needed within the local jurisdiction. Considering these areas, be certain that all plans include police staging areas, field command posts, and other tactical operation centers that are convenient to each area.

Reasons for CV

38. Assign an officer or team to receive and investigate all reports of police brutality or misconduct during CV. The very fact that this assignment has been made will reassure the citizenry that police are concerned with their own behavior.
39. Develop procedures for creating a rumor control center to be in full operation during the threat or actual outbreak of a CV episode. Rumor control may be carried out with the help of private citizens or groups.
40. Develop good relationships with the news media. If CV erupts, you can enlist the news media to avoid spreading rumors or concentrating on sensational accounts of police control action. Police operations, even when appropriate and proper, may seem brutal or inhumane when dissected from the situation by a television camera. Individuals, increased by the coverage, may join in the CV activities and make the outbreak more difficult to control.

Time Considerations in CV

41. Curfews are a powerful tool for stopping large scale collective violence. Procedures for announcing a curfew should be carefully worked through in advance. Things to be considered include how and when the curfew should be announced, the period the curfew should be in effect, whether or not sufficient force is available to enforce the curfew without mutual aid, the procedures for notifying authorized individuals and what sort of proper identification which police may require before giving citizens permission to be in a particular area during curfew.

Work out the necessary procedures for enacting curfews in several steps of strictness. The first stage of the curfew might be used when a situation is threatening. A more stringent stage would be appropriate once CV has erupted. Often local ordinances must be checked (and in some cases, changed) to assure that curfew procedures are legally acceptable. Remember that a curfew imposed in hot weather confines people to hot buildings. This may produce resentment and anger and lend support to violent groups.

42. In certain sections of the country, procedures should be developed to handle the looting/CV that may follow a hurricane, tornado, or other natural disaster.
43. An increase in opportunities for CV activity is likely during weekends. It is important to control CV episodes before the weekend so that additional activity will be discouraged.
44. Develop procedures for requesting the governor to call out the National Guard. If such procedures are not ready, requests for assistance can be time consuming. In some cases, a change in local or state legislature may be needed.
45. Develop procedures for activating all command level personnel and alerting all other personnel rapidly.
46. Recognize that some time usually exists for planning for control of each kind of CV. Actions that might lead to CV take time to develop. Activists must plan large demonstrations well in advance. Civil disobedience and other acts designed to confront police must also be announced well ahead of the action itself, in order to attract a massive number of people. Planned activities such as political bombings or assassinations, although often carried out completely clandestinely, can take considerable time. Even violent reactions to police work may take several hours or days to develop, although others may seem to explode without warning.

The significance of these periods is that a vigilant police force can often detect indications of potential CV with at least some time for planning. All indications must not be overlooked or discounted until adequate investigation has confirmed that violence is unlikely.

Persons Involved in CV

47. Determine who in the community is likely to join in attempting to control CV. Require a list of names, addresses and phone numbers of these citizens. This list should be periodically revised and updated. Plan to have these individuals contacted if they or their group are not participating in violence to request help in controlling the outbreak. Contacting them is an important gesture of recognition of their position in the community.
48. When police react against collective violence, the identity of individual officers should be retained. Nameplates and badges should be worn so the individual officer can be held accountable for his actions. Try to avoid alienating the community—this is very important in decreasing the chances of future confrontations. Legitimate complaints against the police should be investigated and adjudicated.

49. Mass arrests (or individual arrests made in large numbers) require careful and thorough pre-planning. Some of the things which must be considered include the following.
- Participants must be informed of their legal and constitutional rights.
 - Use field arrest forms if available.
 - Photograph circumstances of arrest because visual evidence appeals to juries. Show area of arrest and weapons connected with suspect. Confiscate cameras used by demonstrators and book as property for identification—develop film and, if it is usable, subpoena it.
 - Pictures taken by news media can be used to counter charges of police brutality.
 - Problems of transporting demonstrators from demonstration area to temporary confinement must be worked out in advance—know where supplementary vehicles can be obtained.
 - Identify areas for temporary mass detention—remove drunks and public nuisances from jails if more room is required—be sure to make arrangements for food and sanitation for detainees.

Types of CV Events

50. Through study and personal contact with other members of the law enforcement community, determine what types of collective violence are most probable in your jurisdiction. Use this information to plan for similar episodes in your area.
51. Using the intelligence-gathering system in your jurisdiction, estimate what types of CV are likely to occur. Be certain that the procedures specified in the Emergency Operations Manual allow for control of these situations.

Ways in Which CV Can Occur

52. Know the legalities in having private events canceled and in restricting the sale of liquor, firearms and gasoline in containers. In some areas, the executive branch of government may not have the power or authority to do this, and a legislative modification may be needed.

53. Determine which CV tactics are most likely to be used in your jurisdiction. Also consider the costs and potential effectiveness of law enforcement activities to deal with each type. Utilize this information to set priorities for training and planning and in preparing budgets for these purposes.
54. The radical extremist tactic of creating a "closed society" by prompting police overreaction should be brought to the attention of all department personnel.

IV. TRAINING

Training for the prevention of CV consists of all efforts to prepare police for preventive operations. Training familiarizes police with underlying causes of tension in the community with local groups which exploit or increase tension, the ways in which violence develops, and the times and places where CV may occur. The goal of training is to prepare officers to recognize and reduce tension, detect approaching violence and thwart the attempt of individuals or groups to commit violence. Training for prevention of CV can be incorporated into police recruit training, and it can be given as supplemental training to experienced officers. A large number of universities, colleges and adult evening schools also support police training for prevention of CV with courses in the fields of sociology, psychology, and economics.

Training is clearly a responsibility of command. It is also clear that all police officers, including the Chief of Police, receive training. The discussion below will focus on the steps that the Chief should take to plan and provide training, not receive it. Accordingly, the impression may be given that the Chief of Police receives no training. This is clearly incorrect, since the Chief can avail himself of briefings and information sessions whenever he desires.

Although police at higher ranks may have a high level of professional expertise, opportunities for in-service or school training in both prevention and control of CV should be made available whenever time and budgetary constraints permit. Advances in law enforcement techniques are occurring at a rapid rate, and the problems which police are asked to address are increasing in number and complexity. In such an environment, all officers are likely to benefit from training.

TRAINING FOR PREVENTION

Potential Location of CV

1. Make sure that the CV training program includes a consideration of all of the problems of each geographic area of the city. Community leaders will often be willing to assist in the design and implementation of such training.

Reasons for CV Potential

2. Many of the administrative studies which are prepared to support budget presentations, proposals for grants, etc., can be used to support training. The police department may have studies which show crime rates by area. Welfare data may show that certain groups have concentrations of poverty. Boards of education can sometimes provide information on the relationship of dropout rates, family income, racially-separate housing, language differences and unemployment. In many areas, the Chief of Police can use all of these studies to show police why tension and the potential for collective violence are high in specific areas.
3. Invite qualified representatives of community groups, colleges or universities to support human relations training. These outside resources may discuss race relations, family crisis intervention, rumor control, public relations and other subjects relevant to the community.

Time When CV May Occur

4. When indications are noted that tension is building, preventive action must increase rapidly and the actions must be swift. Under this type of pressure situation, police work becomes much more difficult.

All police must increase the number of contacts they make with the community—over and above the normal level—to stifle rumors and to gather information. The ability to expand efforts in this way can be developed to some extent by training which stresses the importance of community contact in potential violence situations and the techniques of rumor control and field intelligence.

Persons Who May be Involved in CV

5. Stress the fact that collective violence represents the actions of only a very small percentage of citizens. Most labor union members, students, long-haired youths, blacks, war protesters, etc., do not cause or commit acts of collective violence. Police, accordingly, need not fear that contact with all obviously dissident people will lead to violence. Rather, the task of professional police is to prevent violent and other illegal action by the few members of every social group who cause violence or commit crime.

6. Cite examples to trainees of individuals and groups who were once completely unfriendly to police, but who have come around to a more reasonable attitude because of effective police community relations efforts. Try to explain the reasons for the change.
7. Mention some examples of persons who are now active in supporting police or in helping with community efforts who formerly did little publicly and were formerly unknown to police. Tell how police became aware of these people, especially those who became involved after encouragement from police.
8. If possible, provide trainees with planned experience in dealing with persons who hold views and express ideas that may be difficult for police to accept. Many colleges and universities are interested in assisting with such training. Regardless of the planned level of such training, emphasize that the best training for dealing with "different" people is repeated contact between police and these people before trouble arises.
9. Mention the names of persons and groups in the community, on campus, in the "counterculture," etc., who have been helpful in improving relations between their group and police. Trainees may be able to enlist the help of such people in emergency situations, either directly or through community relations personnel.

Events Which May Lead to CV

10. Admit that some actions of persons who plan violence cannot be prevented within the law. Persons who are clever and truly dedicated may be able to maintain effective security and carry out their intentions.
11. Police can, however, take steps to prevent two specific kinds of violence—that which escalates from open non-violent action, and that which occurs in response to police mistakes. If the training can adequately cover these topics, much of the collective violence in the jurisdiction will probably be prevented.
12. The substance of the training should be related to training in the techniques of crowd control. Training at the U.S. Army Military Police School at Ft. Gordon, Georgia, Civil Disturbance Orientation Course (CDOC) provides training which has been highly recommended by many civilian police officers who have attended.

Ways in Which CV May Develop

13. Emphasize that every policeman can "take the pulse" of the community on a continual basis. Whenever any of the indicators of developing CV appear, the whole department can move to take preventive action.

Training for Control

14. Explain that although an individual policeman may not be able to take action based on a new piece of information, the community relations, intelligence or detective personnel may use this same information to take action to prevent violence.

TRAINING FOR CONTROL

Training for control consists of familiarizing police personnel with the Emergency Operations Manual and exercising the instructions contained in the Manual until proficiency is achieved. Police also require familiarity with various types of crowd control formations and with the kinds of threats which may be encountered during a violent incident. As opposed to training for daily police work which emphasized individual judgment and action, training for CV control stresses coordinated, disciplined team work. Training in conjunction with other law enforcement agencies who are components of a mutual aid plan may be required. Some departments have provided special training for a small number of personnel, called, roughly, a "Tactical Patrol Force." Training for control may also be supplemented by courses such as the Civil Disturbance Orientation Course (CDOC) given by the U.S. Army at Ft. Gordon, Georgia.

Location of CV

15. Assure that training programs and training-oriented briefings consider potential locations of CV activity. Training should stress tactics that are effective in the types of environments that exist in the local jurisdiction.
16. For purposes of training the force for CV control, the jurisdiction should be broken down into districts. Detailed maps of each district are needed. The maps should be constantly updated so that the following critical information on each area is included in training sessions: descriptions of locations and buildings, access routes, mobilization points and staging areas. (See "Planning for Control" and "Operations for Control").

Reasons for CV

17. Determine which grievances are most likely to lead to CV in the local jurisdiction. Require that training courses cover these topics.

Time Considerations in CV

18. Training courses should make all personnel aware of the endurance, both physical and mental, which may be required of police during control operations. The most serious incidents of CV lasted for several days. Police must be very well disciplined and very cool to withstand verbal abuse and physical attack for that long a period. Confidence, gained through a high level of training, can strengthen discipline and morale.

19. Stress the need for coordinated team work to achieve rapid response to threats or outbreaks of CV.

Persons Involved in CV

20. A number of audio-visually oriented training programs are available which can be used to increase police officers' powers of observation in rapidly changing situations. The aides can be effectively used to train officers to estimate the number of persons in a crowd, their characteristics and their actions in a brief period.
21. Instruct trainees in ways to identify leaders and members of groups that are active in disorderly crowds and mobs. Once the leaders are identified, they can be quickly approached and removed if necessary. By removing leadership from the crowd, the police may be able to greatly reduce a group's enthusiasm for committing acts of violence and destruction.

Types of CV Events

22. Training programs should be designed to introduce trainees to the types of CV that they might encounter. Roll-call briefings can be used to reinforce previous training and to explain to all personnel the type of CV activity that is in progress. Demonstrations, cases of civil disobedience and strikes or labor disputes require flexible approaches by law enforcement personnel if control of the situation is to be attained.
23. Provide some guidelines for the use of deadly force to control a CV situation. Some departments have limited the use of deadly force to those situations in which human life is threatened by persons with firearms, bombs, firebombs, or other lethal materials.

Ways in Which CV Occurs

24. Set up training programs to stress those police tactics that are most likely to be of value in your jurisdiction. Disorganized mobs, planned disturbances, student unrest, snipers and sabotage each require different approaches. For example, the use of a mass formation in the disturbance where sniping and bombing is prevalent would be an unfortunate choice since it would present a prime target for the participants in violence.

OPERATIONS FOR PREVENTION

Potential Location of CV

1. Review periodically the places where potential for CV exists.
2. Mention these places to public officials and to other community leaders, such as executives of media, clergymen, school principals, business club leaders, social and service club leaders, human relations councils, etc. Reassure them that the police are attempting to reduce the potential for violence in those areas. Ask them to make similar efforts in areas where they have influence.

Reasons for CV Potential

3. Be prepared for continuing changes in the role of the police force. Although it is basically naive and unfair of citizens to expect the police to solve all the historical, social, economic, physical and political problems which lead to CV, many localities are challenging the police to do just that. Since no other agency has the ability and resources to face directly the problem of preventing violence, the police are asked to fill this role.
4. Be prepared to exercise leadership in the campaign against the potential causes of violence in the jurisdiction. Don't be modest. Don't believe that the economic and social problems of the area are too difficult to grasp. You probably understand the real problems in your jurisdiction as well as anyone, even though you may not be comfortable with the way they are described by economists, sociologists and psychologists. You can put the analyses of problems together in language that other community leaders, policemen and citizens can understand.
5. Support all efforts of police to assist in improving community development. Without the support of the Chief, policemen who try to help through means other than law enforcement may become discouraged. Community relations officers, for example, usually receive verbal abuse and criticism from other policemen, especially at the beginning of a community relations program. With the expressed support of the Chief, the community relations officers are better able to stand up against such pressure if it develops.
6. Be prepared to defend your efforts to prevent violence. Social progressives may say that the police are oppressive and brutal. Social conservatives may say that efforts like community relations are a waste of police manpower. The Chief will be called upon periodically to describe to all citizens the conditions in the community which maintain the potential for violence, and to show how the police department is attempting to reduce this potential.

V. OPERATIONS

Operations for prevention of CV include all efforts by police or encouraged by police to detect and reduce tension and to repel attempts at initiating violence. These operations include community relations, press relations, information collection, verification, processing and dissemination, street patrol, crowd control and various types of community services. Although some extraordinary actions may be required to prevent CV, most preventive efforts are part of daily police work.

Operations for control includes the deployment, movement, command, control and support of police officers to end violence, protect persons and property, restore order and preclude the recurrence of violence. During control operations, patrol, intelligence, community relations and command functions focus on curtailing violence while continuing to perform law enforcement and other services outside of the area of violence.

7. Supervise a police community relations program which is as active as possible. Review with community relations personnel the social and economic problems in the community. Communicate to community relations personnel all information about community problems which other community spokesmen have identified in your contacts with them.
8. Continually challenge every policeman to improve his ability to enforce the law and provide community service in a way that acknowledges the dignity of all people and reflects credit on himself and the force.
9. Exercise appropriate legal authority over all crowds. Consult with the police legal advisor to determine the limits of police authority. In most cases, local laws clearly establish a role for police in planning for and protecting persons and property in mass gatherings. This planning role should afford police the opportunity for gathering information about the group. It is an opportunity, furthermore, for police contact with the members of the group who are planning the gathering. This interaction, itself, may reduce the potential for CV.

Time When CV May Occur

10. Impress all members of the force with the possibility that CV may occur at any time. The flexibility of police in shifting from a law enforcement to a CV preventive role should be a constant concern.
11. Assign intelligence personnel the task of assessing the CV potential of every upcoming group event.
12. Require intelligence or crime analysis personnel to keep records of the times of the week, month, and year when crimes are most frequent. At these times, the need for police law enforcement action, among crowds in some cases, will be greatest. If these times of particular stress are known by all police officers, they will be more likely to anticipate potential CV situations when responding to reports of crime or minor disorder.
13. Assign intelligence personnel the responsibility for investigating the local potential for CV which results from events within the jurisdiction, as well as in other areas of the state, the nation, or the world.

Persons Who May be Involved in CV

14. Compile a list of all members of the community who appear to exercise leadership. Determine which of these deal with agencies of the local government, especially police, most frequently. Make contact with all of these leaders on a formal or informal basis.

15. Personally assure all leaders that the police department is devoted to professional law enforcement. Explain the role that high quality police service on a daily basis plays in reducing community tension. Acknowledge that community leadership also prevents violence. Describe how community leaders' efforts can be combined with police efforts to improve conditions in the entire jurisdiction, thereby reducing the potential for violence.
16. If a Community Relations Board or Human Relations Council exists, participate actively. The members of these boards may have considerable influence in the community. Learn the specific strengths of each member.
17. If a Community Relations Board or Human Relations Council does not exist, consider founding one. Sound out other community leaders on the subject. Perhaps such a formal organization is not required in the area, but the discussion itself demonstrates police interest and opens lines of communication which will be useful in the future.
18. Make contact with all leading members of the news media, including publishers, editors, and reporters. Explain the role that the media can play in preventing violence. The role of news reporting is fully discussed in Mass Media and Violence, A Report to the National Commission on the Causes and Prevention of Violence, Vol. 9, U.S. Government Printing Office, Washington, D.C., 1970.
19. Reassure all members of the media that the police department is not interested in limiting their freedom of the press. Actually, the police department, in a potential CV situation, will be best served by opening its doors to the media. In return, professional reporters will usually agree not to enter exceptionally dangerous areas and not to report hearsay stories.
20. Coordinate activities with those of community relations personnel.
21. Require intelligence personnel to maintain a list of all persons who have the potential for contributing to violence.

Events Which May Lead to CV

22. Reassure all members of the force that coordinated police work can control any situation that arises, and that most CV situations can be minimized if not prevented.
23. Stress the importance of preventing violence—even if a confrontation with police occurs—and at the same time enforcing the law.

24. Require intelligence personnel and patrol commanders to prepare manning plans and deployment plans based on the number of people expected to be involved in a mass gathering, their location, and their probable routes and means of movement.
25. Make sure that all other law enforcement agencies (local, county, state, and National Guard) are ready to provide assistance before police capabilities are overwhelmed. This can be done most easily when planned demonstrations or confrontations involving large numbers of people are announced. Hold intelligence and operational briefings before the event if necessary.
26. Invite the media to send representatives to the department to observe police action in dealing with crowds.
27. Formulate a careful plan of action for the department in case collective violence develops. The existence of this operations plan reassures the members of the force, and reduces their anxiety. This decreases the probability of undisciplined behavior in reaction to fear.
28. Require periodic briefings from intelligence personnel on the potential of various kinds of violence—both spontaneous and in conjunction with specific upcoming events.
29. Require community relations personnel to undertake activities to prevent violence at athletic contests, demonstrations, entertainments and other events where potential for confrontation exists.

Ways in Which CV May Develop

30. Assure that the police force and its equipment are ready to control the kind of disturbance which is at all likely, and that the police are taking appropriate steps to prevent such a disturbance.

OPERATIONS FOR CONTROL

The control phase, in general, consists of implementing the Emergency Operations Plan and Manual, the Mutual Aid Plan, when necessary, and the supervision of the Emergency Operations Center. The guidelines which are presented below, therefore, are oriented toward some command and liaison activities which the Chief may undertake during control operations to insure that plans are executed effectively.

Location of CV

31. Direct operations from a nearby yet safety and effectively established command post. If a helicopter is available, operations against snipers and other violent persons who have occupied roof tops may be effectively directed from the air.

32. Establish staging areas near areas of greatest probable need for reserve forces. Keep the majority of support personnel in a position from which effective response in any other potential troublesome area in the local jurisdiction is possible.
33. Arrange to secure: valuable property, access routes (primary and secondary), potential command post sites, medical facilities, fire stations, etc.
34. Have the following places and areas identified: locations of likely crowd concretion, escape routes, vulnerable merchants, traffic controls, sheltered mobilization points or staging areas for police personnel, medical facilities, check or screening points, topographical features, night illumination, public utility system and fire protection facilities.
35. In cases involving snipers, be certain you know the exact location of the sniper. Consider taking a defensive posture, that is, control the sniper's effectiveness by removing targets and keeping people clear of snipers. During periods of unrest, station men on high buildings. This will discourage snipers as well as provide a good view of activities in the street below. Some cities have found it useful to equip these men with wide-angle sound cameras to obtain a permanent record of the activities on the street.

Reasons for CV

36. Attempt to clarify the reasons why CV has occurred and to arrange contact with important figures who are encouraging or tacitly approving CV. Talking to such people may halt a minor outbreak before it develops into a more serious disturbance.

Time Considerations in CV

37. Be ready to admit that attempts at CV prevention have failed and that the use of control tactics is needed.
38. Request the assistance of state police and/or the National Guard before additional help is critically needed. Once the need has become acute, help may be too late. Additional support personnel can be stationed in a nearby staging area and not committed to action unless the situation demands it.

Persons Involved in CV

39. Consider who may be involved in violence both actively and behind the scenes. Even if an unpopular activist group caused the outbreak, the brunt of control tactics may be borne by local citizens who are drawn into the scene. Remind all personnel that punishment is never the concern of the police.

40. Utilize members of the community whenever possible to assist in control efforts.

Types of CV Events

41. Consider the best available information on what kind of collective activity is being dealt with. If possible, observe the activities first-hand. Video tapes or films may also be used. These approaches may give a clearer picture of the situation at the scene than will written or verbal reports. Keep top-ranking officers on the scene who can provide accurate up-to-date reports.

Ways in Which CV Occurs

42. Develop procedures to handle the full range of problems that the various CV tactics can cause. In particular, snipers and attempted bombings should be handled by a previously-selected and trained team.
43. Be certain that squad and platoon leaders are familiar with team techniques and deployment tactics to be used against rock-throwing assailants.
44. Have all personnel turn in any activist literature found during the course of their assignment. Be alert for psychological warfare pamphlets intended to discourage or demoralize members of the department. Take steps to counter the effectiveness of this and similar propaganda.

VI. EVALUATION

This section will discuss ways in which the Chief of Police can conduct assessments of prevention and control actions. Evaluation is undertaken to determine how well police are conforming with prescribed procedures and how effective their actions are. Inadequacies will indicate the need for an increase or reordering of operations.

The evaluation function is a responsibility of command. The Chief of Police may delegate the task of evaluation to a Deputy Chief, to a separate internal review section, to a strategic intelligence or community relations unit or to another high-ranking officer. In smaller departments, or as needed, the Chief may perform the evaluation on his own.

Each policeman, including the Chief, should make an evaluation of his own performance. Any inadequacies should be identified, with no implication of fault or guilt necessary. Supervisory and command personnel should also evaluate the capabilities of their subordinates without implying the necessity of assessing blame or prescribing punishment. Improvement in performance is the primary objective of evaluation.

EVALUATION OF PREVENTION

Evaluation of any preventive activity in CV is always difficult, because when problems do not become acute, there is usually little solid evidence that CV would have occurred if police had not intervened effectively. The evaluation criteria listed below, therefore, are numerous, and although each is related to tension in the community, estimates of a small number of them will probably suffice for evaluation of the prevention activities of most departments.

Recently, many departments have developed and implemented "Management Information Systems (MIS)." These systems, which emphasize rapid storage, retrieval and dissemination of accurate data, would be very compatible with the evaluation criteria mentioned below.

Suggested Evaluation Criteria

1. When violence does not occur at the scene of a crowd, police performance may be judged entirely successful if:
 - a. Community relations personnel made contact with leaders or members of the crowd before and during the gathering
 - b. Intelligence personnel correctly estimated that the potential for violence was low
 - c. Intelligence personnel correctly estimated that the potential for violence was high and disseminated this estimate to other police who took action to prevent violence
 - d. Intelligence personnel monitored the crowd, either in person or through detective personnel
 - e. Detective personnel followed up any requests from intelligence
 - f. Patrol commander(s) made a decision concerning deployment of forces to the scene and prepared a contingency plan for further deployment
 - g. Patrol commander notified and coordinated internal support functions including communications and traffic patrols
 - h. Chief notified and coordinated actions of government officials, other public services, and other control forces as needed

- i. Patrol personnel followed orders of patrol commander and maintained discipline and personal dignity
 - j. Patrol personnel maintained orderly and timely communication with each other and with command personnel
 - k. Community/public relations officers coordinated actions with news media as needed.
2. Even if violence in crowds is avoided, and even if crowds seldom assemble in a jurisdiction, evaluation of efforts to prevent collective violence can proceed. The focus of this evaluation will be brought to bear on the capability of the department to deal with long-run community problems, and to recognize growing tension.

Measures which the Chief might use to judge such capabilities are:

- a. The number of police who have received training which is specifically designed for dealing with community problems
- b. The number of police studying formal courses in police-related subjects in schools, colleges or universities
- c. The number of police who are members of or advisors to community service organizations such as Boys' Clubs, Boy Scouts, PTA's, etc.
- d. The number of presentations by police to public meetings, and the number of police involved.

If all of these are growing, success can be claimed in improving the capability of the department to take part in confronting local problems outside of law enforcement per se.

3. In order to appraise the ability of the department to detect rising tension, the following information is required:
 - a. The number of community leaders with whom police community relations officers have contact, especially in dangerous areas
 - b. The number of community leaders who refuse to assist police
 - c. The number of community leaders who encourage others to thwart police efforts

- d. The procedures which intelligence personnel have developed to identify, monitor and analyze positive and disruptive forces in the community
 - e. The number of reports of community trends which are communicated to intelligence personnel by other members of the department
 - f. The ability of intelligence personnel to obtain information from other law enforcement agencies
 - g. The ability of intelligence personnel to deliver estimates of the danger of collective violence in specific areas
 - h. The ability of intelligence personnel to identify dangerous individuals, to disseminate information concerning them, their location, their plans and tactics to other officers
 - i. The ability of intelligence personnel to infiltrate organizations which have been identified as potentially violent.
 - j. The degree of coordination between intelligence and detective personnel to avoid conflicts between the peace-keeping and law enforcement functions of police
 - k. The ability of patrol commanders to increase community information collection by patrol personnel
 - l. The ability of patrol commanders to increase the accuracy and completeness of reports of community developments which are submitted by patrol personnel
 - m. The ability of patrol personnel to perform their law enforcement role without denying their own dignity or that of citizens.
4. The attitudes and behavior of citizens in dealing with police indicate to some extent the effectiveness of attempts by police and other citizens to reduce tension in the community.
- Some of the indicators of citizen attitude which police can estimate directly are:
- a. Number of physical attacks on policemen in view of other citizens (in a year or month)

- b. Number of physical attacks on police vehicles or other property
 - c. Number of reported cases of resistance to arrest
 - d. Number of reports of police brutality (accurate reports, reports that are exaggerated because of emotion, reports that are inaccurate and deliberate lies)
 - e. Number of anti-police demonstrations
 - f. Number of physical attacks on other public servants (especially firemen) or employees of utilities, or on their vehicles or property
 - g. Number of citizens who support actively or participate in the activities of groups who preach hatred of police or of other groups
 - h. Number of instances of verbal abuse of police in the performance of their duties or as private citizens.
5. Some other measures will be ambiguous. It may be difficult to separate increased indications of trouble from the increased willingness of people to help police by reporting. Some examples of ambiguous responses from the people are:
- a. Number of complaints made to police about public services. These may indicate greater dissatisfaction with local government. On the other hand, increased reporting may also indicate improved reliance on the police and on local government to correct local conditions.
 - b. Number of youths who ask for police help, especially in schools, in order to solve personal problems or to reduce the severity of criminal prosecution for minor offenses. Increases in this number are probably a favorable indication because they imply that the police are gaining the confidence of youth.
 - c. Number and intensity of rumors reported to police. These should be expected to increase when a rumor control center is established. Thereafter, the number of rumors should level off until tension increases.

- d. Number of complaints of police corruption or incompetence. The tone and accuracy of these reports will indicate their value. If most of the complaints appear to be highly emotional or deliberately false, tension is probably increasing. If most of the reports are correct, or at least plausible, citizens are probably displaying their confidence that police are interested in improving the department.

Potential Locations of CV

6. Assess the performance of police in carrying out prevention operations and the response of citizens in each local area to these operations. Consider the results of the evaluation in terms of decisions concerning shifts of police personnel, increased community relations or intelligence effort, or modifications of the level of training. Also examine the possibility of increasing or improving liaison with community leaders in areas that seem to need more attention.

Reasons for CV Potential

7. Drawing on reports from police and other public service agencies, evaluate the social, economic, and physical problems of the community. What have police accomplished by training and operations to resolve these problems? Has all available expertise within the department, and among private citizens, been brought to bear on these situations? Can any talent be shifted or further developed to address the needs of the community?

Times When CV May Occur

8. Based on knowledge of the lag time required to mobilize local and state law enforcement agencies and the National Guard for intensive prevention activities, estimate how far in advance police should know about situations which are intended to be, or may become, violent. Do the department's community relations, intelligence and patrol functions always know about such situations at least that far in advance? The answer will probably be no, but this does not necessarily mean that police have failed. Secretly planted bombs, for example, may explode as a complete surprise, and police may not have been able to do anything beforehand to find out about them. As always, the capability of police to anticipate violence or other crime is intentionally limited by the society's devotion to freedom from any suggestion of police control.

The most effective state that can be achieved is one in which all police attempt to be aware of all relevant conditions or events which are occurring or about to occur. Are intelligence personnel aware of demonstrations, rallies, etc., at about the time the public becomes aware of them? Are police receiving and acting on reports of rumbles or gang warfare which are about to take place? Does each section of the department plan for the times of the week, month, or year that are known to be the most troublesome?

Persons Who May Be Involved In CV

9. Evaluate the intelligence files on groups and individuals who are known to have some potential for becoming involved in violence. Are the estimates of the inclination of the persons toward violence firmly grounded in facts and credible reports?
10. Review community relations files. Are the names of leaders and organizations who support police in preventing CV known to you? Are they given credit for their support by the police department and by other community organizations? Is their support publicized?
11. Does the community or public relations section have on file media reports of outstanding police action in providing service to the community? Do these reports reflect both law enforcement and other community action?
12. Does media coverage extend to newspapers and electronic media operated by or for racial, ethnic or linguistic minority groups?
13. Can all police officers identify the major groups who favor violence in the jurisdiction? Are any written materials which describe these groups available to all officers? Have these groups, their leaders, and their characteristics been mentioned in any type of training session?
14. Do all police officers know the names and neighborhoods of groups who support police in opposing violence?

Events Which May Lead To CV

15. Review the performance of police in dealing with previous incidents that presented a threat of CV. Did the various sections of the department seem to step up their activity commensurate with the size and intensity of the threat? Was the level of police concern and the number of police involved appropriate?

16. Review the tactics used by police in preventing violence. Was a clandestine plot met with intensive intelligence and detective investigations, for example? Did community relations activities increase when trouble began to develop in a slum? Did the whole department prepare for possible violence during demonstrations? Were control operations ready, and was liaison completed with other law enforcement agencies and the National Guard?
17. Did the Chief of Police coordinate prevention operations with other appropriate leaders, such as government officials, university presidents, media representatives, factory managers, etc.?

Ways in Which CV May Develop

18. Has your department been actively engaged in seeking information on the plans, tactics and weapons, if any, of individuals or groups who are inclined to violence in your community?
19. Does the department have men and equipment suitable for meeting the types of threats which have been detected? Has a list of priorities been developed for introducing new equipment, providing additional training, or recruiting new personnel to meet these threats?

EVALUATION OF CONTROL

Evaluation of control operations, of course, begins while violence is still occurring. Based upon this type of evaluation, the Chief of Police and patrol commanders make decisions concerning the deployment and tactics of control forces. These considerations were mentioned in the "Operations for Control" section of this volume.

The type of evaluation which is discussed below begins after violence has ended and is intended to support decisions concerning changes in the organization, equipment, training and operational procedures of control forces.

The essence of the evaluation which follows control operations is the "after-action" report. This report should be a detailed, overall description of the violence itself, the actions which police and other forces took to end the violence and the level of effectiveness which was achieved. The preparation of this overall report, in some departments, has been assigned to a single high-ranking officer who is then responsible for compiling and supervising reports from patrol, intelligence, community relations and command personnel who were directly involved in control operations. Some departments have made such a task more efficient by instituting a separate evaluation unit—independent of all other operational units. This independent unit is designed to function at all times, but may be particularly important during CV operations when charges of misconduct are often levied against police.

In cases where very serious incidents of CV occur, evaluation of control operations by agencies outside of the law enforcement community may be necessary. In recent years, the bulk of collective violence has emanated from political issues. In such a context, the community and the entire nation need an in-depth view of the achievements of law enforcement agencies in dealing with CV. Many persons, including members of the mass media, the academic community, legislative bodies, etc., have attempted to produce such evaluations, and police have solicited other studies. Such investigations by persons outside of law enforcement may often assist police, and they may be accomplished by local groups or by persons from outside the jurisdiction. Many experts have worked extensively to understand collective violence, and many other persons representing public opinion discussion and thought may be available to evaluate serious outbreaks of CV.

Locations of CV

20. Determine which areas of the jurisdiction were most difficult for police to control. Also, determine the approximate boundaries of the troubled area.
21. Consider the hindrances to police efforts in each area of special difficulty. Was the number of people who frequent the area the cause of the problem? Was access adequate for police control personnel and supply vehicles? Did tall buildings hamper communications and command and control? Were command posts set up in appropriate spots?

Reasons for CV

22. Require an estimate of why individuals became involved in violence and why some people continued to participate. If possible, attempt to distinguish between crowds which assembled for a peaceful purpose and became destructive mobs and crowds which assembled for the avowed or implied purpose of committing acts of violence.

Time Considerations in CV

23. Determine, as precisely as possible, when the CV actually was triggered. Was the department ready? Did the outbreak occur on the date or at the time of a planned event or on the anniversary of an important historical event? What steps can be taken to improve the department's state of readiness during similar periods in the future?

Persons Involved in CV

24. Require an estimate in the after-action report of the participation of groups or members of groups who were identified before the violence commenced. This report should show possible changes in the value of these groups as threats or as allies of police efforts to control violence.

The after-action report may also show newly identified persons or groups who appeared to encourage or discourage violence. Estimates of participation of both previously known and newly discovered groups can be used to plan police operations for prevention and control in the future.

Typically, the after-action report will also include the number of people in the crowd, an estimate of the number of persons actively engaged in violent action, the number of police and other citizen casualties (by severity) and the number of persons arrested.

Types of CV Events

25. Because CV episodes vary, so must the tactics used to control them. Evaluation of police effectiveness, therefore, hinges as much on identifying the type of episode involved as it does on knowing what police tactics were successfully employed. All intelligence gathering personnel should be required to determine, as precisely as possible, what type of CV episode has occurred.

Ways in Which CV Occurred

26. Require a section in the after-action report which identifies all weapons and tactics employed by CV participants. The report should highlight any weapons or methods that were especially dangerous to police or which presented police with unusual problems. Dissident groups, for example, have developed many ways in which to tempt police to over-react or to force police to physically remove women, children, clergy and others with whom bystanders (and television viewers) have great sympathy.

27. When broadcasting equipment or loud-speaker systems are used in crowd control, designate individuals to tape record the sequence of events. A recording made in the crowd or behind it will serve as proof that police commands to disperse, etc., could be heard.

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I. INTRODUCTION

The Introduction is contained on pages 1-1 through 1-19 (TAB I) of this volume.

II. INTRODUCTORY NOTES FOR COMMUNITY RELATIONS PERSONNEL

Although the prevention and control of CV is not the primary purpose of community relations activities, community relations officers are in a unique position to sense tension in the community. Reports of such tension, when thoroughly verified and communicated to community leaders and police can be extremely valuable in the prevention of CV.

Furthermore, community relations officers can recruit other policemen to support various community development and action projects and, thus, increase the number of avenues of communication between citizens and police. These lines of communication may increase in importance if joint action of police and citizens is required to prevent or control CV.

The role of community relations personnel in planning, consists primarily of identifying priority targets for preventive action and organizing a police-citizen team for control operations. Especially important during the control phase is citizen action to quash rumors, through a rumor control center, for example, and by direct personal appeals to members of the community to refrain from violence.

Community relations officers also can serve in a training capacity. All police officers, but especially those who are assigned to patrol duties, can improve their performance if they have a deep understanding of the problems of the community and a broad knowledge of the places and individuals that may present a threat of CV. Community relations personnel can also familiarize other officers with persons who have demonstrated their willingness to help police.

Because community relations units are a relatively new concept in police work, the need for evaluation of the effectiveness of the programs is very important. The results of such evaluation will be needed to improve the program and may be necessary for defending the community relations approach against outside critics.

One final point must be emphasized. The job of the community relations officer should not be confused with that of the intelligence agent. If the community believes that community relations is essentially an investigative or espionage activity, cooperation with police is likely to decline. Accordingly, community relations projects should focus on open operations to improve citizen understanding of police and police officers' understanding of their community.

III. PLANNING

Planning for prevention consists of all analyses and decisions undertaken by police to prepare operations which will reduce tension among normally nonviolent persons and to interrupt the potentially violent activities of persons who see violence as necessary or acceptable. Planning efforts include identification of needs, organization of action groups, formulation of preventive strategies, generation of tactics, selection and purchase of equipment and materials, and recruitment and training of personnel. Specific CV planning supplements a variety of police general orders, regulations and procedures which are inherent in routine police operations.

Planning for control includes all of the steps of planning for prevention, but is oriented toward preparing operations to restore order rapidly and to decrease the likelihood of further violence. Planning for control emphasizes the development of standard procedures which can be exercised swiftly and coordinated effectively. A recommended product of planning for control is an Emergency Operations Manual which prescribes Personnel, Intelligence, Operations, Logistics and Command and Control practices to be used during violent incidents. This manual is supported by all other police planning documents and procedures which are used by police during periods when CV is not occurring.

PLANNING FOR PREVENTION

Potential Locations of CV

1. Identify the areas of the jurisdiction which are likely to produce violence.
2. Develop a specific violence prevention plan for each area.
3. Include in the plan the resources available from police, school systems, other public services, and from private groups and individuals in each area.
4. Make the need for more and/or different resources known to the Chief of Police.

Reasons for CV Potential

5. In planning a program to attack the basic reasons for collective violence potential in the community, remember that the first task is securing an effective bond between citizens and police.
6. Police have a long record of effective programs for youth, especially in programs of recreation. Recreational programs are highly recommended in jurisdictions where poverty coincides with a lack of leisure time facilities. Athletic leagues, youth centers (some in mobile homes), camping trips, dances, movies, tutorial programs and other youth oriented activities have been successfully operated or sponsored by police departments.

Athletic and outdoor activities have a distinct advantage for police community relations programs. Some police officers, who would not otherwise desire to become involved in community relations, will agree to share their expertise at sports or outdoor living with youths. Policemen who question their own ability to relate to youth or members of minority groups may feel much more confident with them when participating in cooperative outdoor activity in which they (the policemen) are proficient.

7. Recently, police have taken a far more active role in education. Parents have recognized that for too many years schools have neglected to teach youths the importance of good police work, the difficulties of policing, and the potential dangers of an unprofessional, uncontrolled police force. A growing number of school systems have welcomed policemen into the schools. Some give classes in the nature of police work and even in the scientific skills of policing. All the police in the schools provide an additional opportunity for students to receive counselling, especially about family troubles and juvenile delinquency. Although community relations officers in the schools are sometimes required to maintain peace and order, they generally avoid investigations, arrests or patrolling within the school.

8. Education of adults in police work is also a needed activity in many communities which have developed animosity toward police. Officers from all sections of the police department may be willing to give talks to citizen groups and answer their questions. These talks inevitably gain sympathy for police and may increase citizen involvement in law enforcement. PTA's, fraternal organizations, service organizations, human relations councils and other groups may be interested in such presentations.

9. Many jurisdictions have instituted police car ride programs in which volunteer citizens observe police patrol work for one or two hours. Some university and college student organizations have cooperated in such programs. Although the citizen volunteers may be persons who are already devoted to supporting police, the existence of the programs provides a non-threatening opportunity for contact of police with citizens.

10. Besides a direct approach to reducing the potential for violence by improving police community relations, indirect action by police may also contribute to the solution of social problems. Community relations officers may act as a spur to other governmental agents to perform more effectively. A call from police may improve the speed or care with which health, welfare, housing and sanitation departments serve the public.

11. Set up a procedure and network for stopping rumors. Imagined reasons for taking violent action can in some situations become as dangerous as reasons which have foundation in fact.

Times When CV May Occur

12. Try to outline a yearly calendar of events which various groups usually observe as rallying days. Schedule community relations efforts to plan and participate in these observances if possible.

13. Plan special programs for youths during summer and other vacation periods.

14. Set up a regular schedule for reviewing the "straight" and "underground" newspapers for reports of upcoming social and political events. Subscribe to such newspapers when possible.

15. When demonstrations or entertainments are scheduled even months in advance, start to contact the planners of the demonstrations as soon as possible to assure them of police protection and cooperation in prevention of violence.

Persons Who May Be Involved in CV

16. Develop a plan for dealing with imminent violence. (The same plan may work in some cases where violence has already broken out.) One plan which has worked involves an attempt to meet with the leaders of the potential violence. The meeting should include as many of these leaders as are willing to attend, community relations personnel and the police officer who is responsible for reviewing police action. The review officer is important because he demonstrates police concern about preventing or investigating cases of alleged police brutality or other wrongdoing.

One department experienced such a meeting which began with shouting of bold "demands" by a group of dissidents. The dissident leaders shouted inflammatory epithets and accusations, apparently intended to rattle the police. After a period, however, the serious dissidents assumed the leadership of the meeting, and the shouting subsided. The serious leaders began to moderate their demands, at which point the "shouters" angrily left the meeting. The meeting then moved into a real bargaining stage during which the police were able to write down a list of true, real grievances pertinent to the police department and other public services, as well as issues entirely outside local government control. The police made no promises concerning the grievances, except that they would relay the grievances to the Chief who could consult with other authorities. Before leaving, the police made sure to set an exact time and place for a meeting the following day. The choice of the location for such meetings is very important. Most departments preferred Police Headquarters or a neutral location. A place designated by the groups leaders should not be used.

There are several crucial aspects to this type of meeting. The Chief must fully support the practice. The community relations officers must know in advance, preferably on a speaking basis, some of the important dissidents. The police who enter the meeting must be prepared for extreme verbal abuse or even physical attack. Finally, a procedure must be set up for around-the-clock work to prepare responses to the list of grievances (demands).

The conference following the meeting with dissidents should consist of the Chief of Police, community relations and internal review personnel, intelligence personnel, and patrol commanders. A representative of the local executive administration may also be present, or the Chief may wish to deal with the local executive privately.

The meeting should begin with a review of the original meeting with the dissidents. Principal leaders should be identified, their willingness to use violence, and their strength, estimated, and their primary interests described. The group should make a tentative identification of the "key leaders," and the "demands" of these key individuals should then be discussed.

When any of the "demands" are felt to be reasonably achievable by the local government, the conference should prepare a brief outline of a plan for taking steps to achieve those and to consider the others. This outline should not include any timetable for action that cannot be fulfilled with available resources. For example, a more vigorous investigation of narcotics trafficking may be promised, but complete success in wiping out drug abuse cannot be promised.

Each "demand" should be treated with concern, and a carefully worded statement concerning each demand prepared. Unachievable demands, e.g., to free convicted felons, must be answered with a firm statement that such action is beyond the reasonable competence of any executive agency without extensive legal action. Even so, that demand or similar demands (e.g., to increase welfare payments), however unreasonable in the situation, must never be ridiculed, especially in public statements. A member of the department or another citizen who knows the dissidents very well may help with the wording of replies.

The Chief and the local executive will probably be able to prepare a response to the demands which will satisfy the dissidents and be sufficient to prevent violence, at least temporarily, by presenting dissidents with a list of priorities for local development. When this time is gained and some grievances are redressed in the interim, the potential for violence may subside.

The Chief and local executive may wish to attend the next meeting with the dissidents, especially if one of them appears to be a leader who could be of possible future help to police. Or, the Chief may ask community relations and internal evaluation personnel to attend the meeting and speak for him. If the Chief or local executive attend, they should be briefed in advance on the personalities of each of the dissidents. Which of them hates police officers? Which of them understands that bargaining is a give-and-take process? Which of them understands that community development does not occur instantly, that future success will depend partially on relations with police and the local government? Which have real influence over a group or people?

17. When potentially violent groups are identified, plan community relations activities to suit their needs and preference. Teenagers usually like sports, dances, outings, and music. They may also like to discuss drugs, police work and the life of the policeman. College students and teachers can be enlisted under police sponsorship to teach special courses to teenagers, to tutor them, or simply talk to them about campus life, social problems, opportunities in life, etc. This arrangement with college students is especially helpful because it also increases sympathy for law enforcement officers on the campus.

18. Plan a long-run approach as well. Very young children in elementary school can be visited in schools by policemen (sometimes called "Officer Friendly"). The policemen talk about traffic safety, especially about bicycle safety. Police display their side arm, their shield and the other parts of their uniform and equipment. These visits can also be accompanied by slide or movie presentations, but the important aspect is the personal contact of young students with police.
19. College-age youth and police have many interests in common. Many young police officers are very close to them in age. Police are often students in colleges. Police are often interested in sports and other outdoor activities. Some police and young people share interest in community development, decrease in drug traffic, prevention of venereal disease, court reform, traffic safety engineering, decline in racism, family crisis intervention, education for poor people, etc. Although some college-age youth have often been difficult for policemen to approach, creative ideas for programs which are organized around these and other common interests can draw these youths and police together and decrease the potential for violence.
20. Funding for community relations programs may be obtained from local public funds, or through the state from the Law Enforcement Assistance Administration. Funding, material and manpower support can also be obtained from human relations councils, service organizations and from the Community Relations Service of the United States Department of Justice.

Events Which May Lead to CV

21. Develop plans for assisting community organizations in holding joint meetings or setting up rumor control centers.
22. Devise ways of guiding groups who are planning demonstrations or other events to maintain order. Gather materials on methods of training marshals, providing toilet facilities, medical aid, etc.
23. In coordination with the Chief of Police, intelligence, and patrol personnel, prepare a set of routes which groups can use for parades, and areas that can be used for rallies while keeping the potential for violence at a minimum.

Ways in Which CV May Develop

24. Review from reports of local CV, or of CV which has occurred in other areas, the types of tactics that led to CV. Stories of the dangers of these tactics can be used to discourage groups from employing them. These stories may be presented when the necessity for community relations prevention operations arises.

PLANNING FOR CONTROL

Although many of the prevention guidelines (above) are clearly applicable to control planning as well, the following discussion specifically oriented to control planning should be considered.

Planning for control consists primarily of three major steps: (1) the development of a set of written operational procedures for use by the local department during crowd control and CV (these written procedures will be referred to as the Emergency Operations Manual and Plan); (2) the institution of a mutual aid arrangement with other nearby law enforcement agencies; and (3) the design of a centralized, well equipped command center. Many police departments have achieved success with these three steps.

From the community relations viewpoint, planning for control involves devising ways to support the emergency procedures, the mutual aid plan and the command center. The following guidelines concern those three topics.

Locations Of CV

25. Determine from contacts within the community those places that are most likely to be the locations for confrontations and other potential CV events. Plan intense efforts for the most dangerous areas.

Reasons For CV

26. Develop priority lists of persons who can be called to work together if CV erupts, to stop rumors and to urge citizens to avoid violence. Plan ways of achieving the confidence of these community leaders now so that they will trust police during times of crisis.
27. Learn the social issues that are most controversial in each area of the community. This knowledge will be helpful during CV outbreaks in enabling you to calm citizens in each neighborhood.

Persons Who May be Involved in CV

28. Prepare lists of community leaders, student activist leaders, and others likely to be influential in the community. Such a list will be very useful for organizing meetings, after CV has broken out, to air grievances and develop mutually acceptable solutions. Submit this list to the Chief of Police. Then contact each of the persons on the list to cultivate their support.

Types of Events

29. Find out what kinds of protests and demonstrations are planned, or are most in line with the thinking of members of the community, or by outside organizations. Set up procedures for maintaining contact with leaders or spokesmen if such situations should get out of hand and CV results.

IV. TRAINING

Training for the prevention of CV consists of all efforts to prepare police for preventive operations. Training familiarizes police with underlying causes of tension in the community with local groups which exploit or increase tension, the way in which violence develops, and the times and places where CV may occur. The goal of training is to prepare officers to recognize and reduce tension, detect approaching violence and thwart the attempt of individuals or groups to commit violence. Training for prevention of CV can be incorporated into police recruit training, and it can be given as supplemental training to experienced officers. A large number of universities, colleges and adult evening schools also support police training for prevention of CV with courses in the fields of sociology, psychology, and economics.

Although police at higher ranks may have a high level of professional expertise, opportunities for in-service or school training in both prevention and control of CV should be made available whenever time and budgetary constraints permit. Advances in law enforcement techniques are occurring at a rapid rate, and the problems which police are asked to address are increasing in number and complexity. In such an environment, all officers are likely to benefit from training, and all officers, including community relations personnel, can provide inputs to such training.

TRAINING FOR PREVENTION

Potential Locations of CV

1. Provide the training program with information concerning areas where people are "uptight," especially about dealing with police.
2. Define for trainees the areas that are considered "the territory" of youth gangs and racial or ethnic groups. For example, in manufacturing areas, certain taverns sometimes become the meeting places of one race or national origin group. "Outsiders" of another race or ethnic group may be harassed when they pass by or enter these taverns.
3. In the community relations input to training, stress that every area of the jurisdiction includes many people who are helpful to police. No area should ever be seen as completely hostile.

Reasons for CV Potential

4. Take an active, leading role in providing information to the training program on the current social trends in the community, and on the ways these trends affect police action. Community relations officers are proof to trainees that a policeman can be both a professional law enforcement officer and an agent for social development. Anecdotes and descriptions of community relations successes can be used to show the relationship between good police community relations, willingness of citizens to help police, effectiveness of law enforcement efforts, and the decline in the likelihood of collective violence.
5. Suggest to police trainees that they are the guardians and agents of some historic changes in American life. Policemen can assist in combatting prejudice by giving an example to other people of dignified equal dealings with members of minorities as well as with others. Policemen can help to organize the community to attack its educational, recreational, narcotics and other health problems. Most of all, policemen can be seen in the community as the protectors of the people from crime, and as trained keepers of the peace. No other public servant is asked to face so many challenges. No other public servant is presented with so many daily opportunities for making concrete contributions to the community.
6. Suggest to the Chief the names of community leaders who are capable and willing, to support police training by providing explanations and analyses of the problems of the community.

7. Suggest and help arrange field trips for police trainees to socially and economically deprived areas of the community, perhaps on weekends. During these trips, the trainees can practice gathering information not only concerning apparent crime, but also indicating social deprivation and the potential for violence.
8. Discuss the special problems of dealing with college students. Discuss the influence of the academic environment, the influence of age and peer group pressures, and the temptation of students from "out of town" to behave without regard for feelings of parents.

Ways in Which CV May Develop

9. Explain some ways that trouble can get started in the community. Use examples from the local area if possible. Otherwise, use studies of violence in other cities. The Report of the National Advisory Commission on Civil Disorders, and the Report of the National Advisory Commission on the Causes and Prevention of Violence are good sources. Many other descriptive studies can also be obtained.
10. Emphasize that many incidents of violence result from a perverse kind of "game" in which some citizens tempt police to exceed their authority. Verbal abuse or other actions intended to embarrass and provoke police are used, especially when representatives of the news media are present. The abusive citizens actually desire police overreaction, and they believe that they will be able to escape, or at worst, spend one night in jail. They are willing to accept such short-term punishment, which they see as minor, in order to gain attention for their cause. Further, their suffering in jails gains them boasting points within their peer group, if that is what they desire.

The very fact that such behavior occurs, even if police handle the situation properly, indicates trouble developing in the community. Police, therefore, must report all incidents through proper channels, and as accurately as possible. Was the incident essentially "showing off"? Was it organized and serious? Was there a flavor of deep hatred, as well as deep devotion to a cause?

TRAINING FOR CONTROL

Training for control consists of familiarizing police personnel with the Emergency Operations Manual and exercising the instructions contained in the Manual until proficiency is achieved. Police also require familiarity with various types of crowd control formations and with the kinds of threats which may be encountered during a violent incident. As opposed to training for daily police work which emphasizes individual judgment and action, training for CV control

stresses coordinated, disciplined team work. Training in conjunction with other law enforcement agencies who are components of a mutual aid plan may be required. Some departments have provided special training for a small number of personnel, sometimes called a "Tactical Patrol Force." Training for control may also be supplemented by courses such as the Civil Disturbance Orientation Course (CDOC) given by the U.S. Army at Ft. Gordon, Georgia.

Locations of CV

11. Review with all personnel (during training sessions and roll-call briefings) those areas within the jurisdiction that are likely locations for confrontations. These briefings will help the officers to review and assess their control tactics and their control assignments relative to these areas.

Reasons for CV

12. Emphasize that police discipline and confidence during control operations reassures all citizens that violence will soon be ended, and that any wrongdoing will be stopped. Police overreaction and apparently uncontrolled use of physical coercion degrades police effectiveness, enrages the community, leads to charges of police brutality and, probably, to violent acts of retaliation against police.
13. Stress the role that media can play in either supporting or hindering police attempts at control. Inform all officers that it is advisable to refer any reporters from the media to the police community/public relations officer located in the command post. Police officers often become very excited during control operations, and excitement can lead to misstatements. On television, where the context of violence cannot be accurately reproduced, police statements can often lead to misunderstanding in the community.
14. From reports of previous violence in the local jurisdiction or in other areas, describe how violent groups sometimes threaten or brag beforehand concerning violence they intend to commit. Citizens may hear of these plans (or bluffs), and report them to police, if citizens believe that police are trying their best to end violence without oppressing citizens.
15. Trainees can profit by a practical lesson in the dynamics of rumors and rumor control. Examples should be given to show how rumors can spread and lead to serious consequences. The trainee should learn why he should never repeat rumors and always be sure of the information he relates to his fellow officers.

Persons Involved in CV

16. From contacts within the community, find out who is most likely to be helpful in controlling CV. Use this information to prepare before-the-fact lessons for trainees on the groups and individuals that can be expected to lead the community in fighting CV.

V. OPERATIONS

Operations for prevention of CV include all efforts by police or encouraged by police to detect and reduce tension and to repel attempts at initiating violence. These operations include community relations, press relations, information collection, verification, processing and dissemination, street patrol, crowd control and various types of community services. Although some extraordinary actions may be required to prevent CV, most preventive efforts are part of daily police work.

Operations for control includes the deployment, movement, command, control and support of police officers to end violence, protect persons and property, restore order and preclude the recurrence of violence. During control operations, patrol, intelligence, community relations and command functions focus on curtailing violence while continuing to perform law enforcement and other services outside of the area of violence.

OPERATIONS FOR PREVENTION

Potential Locations of CV

1. Respond to requests from the Chief, patrol commanders, intelligence personnel and patrolmen to devote attention to specific areas with high potential for violence.
2. Identify, on own initiative, the specific locations of trouble spots such as taverns, student unions, high schools, etc. These will become targets for community relations efforts.
3. Identify specific locations of persons or groups which may be helpful in community relations, such as "underground" newspaper offices, political party centers, youth centers, community action programs, etc.
4. Identify locations of youth gangs' "territories" and meeting places.
5. In areas of potential violence, identify physical facilities which may be used for expansion of recreation, health, welfare, and other community services. These may be developed in order to promote better police community relations.
6. Identify the physical locations of all public service agencies within problem areas specifically, and for the town or city as a whole. Personnel at these locations can often aid police community relations by taking better care of sanitation, road maintenance, street lighting, etc. Personal involvement of these public servants with police efforts may be of mutual benefit to everyone. Visit them at their places of work.
7. Report to public service officials the locations of broken street lights, malfunctioning traffic lights, and other breakdowns in public equipment. Report to building owners and public servants the locations of piles of trash which should be removed. Also attempt to have abandoned cars removed.
8. Identify physical locations of all media offices, newspapers, magazines, radio and television. Personal contact with members of the media may introduce them to community police work as a subject for their stories.

Reasons for CV Potential

9. Respond to requests from the Chief and other police for assistance in identifying the causes of potentially violent problems which have developed.

10. Identify situations and conditions which are creating tension in the community. Decide which of these problems can be corrected by police action.
11. Assist in communicating the problems identified to all members of the police force. Some of the police may not care to listen. Be aware that community relations means helping the police understand the community as well as helping the citizens understand the police.
12. Analyze the problems of the community from the citizens' viewpoint. What are they angry about? What are they afraid of? What are their goals and needs? What stands in the way of their progress? What is their attitude toward police? In what ways would they like to see police service improve?
13. Attempt to break down barriers to communication between citizens and police and among groups of citizens. This can be done by recreational programs, police appearances at schools and fraternal organizations, and community relations visits to youth groups, "underground" newspaper offices, political party headquarters, church groups, etc.
14. Attempt to find out why CV does not occur in a community. This will often enable community relations officers to identify important sources of strength in the area, such as churches, youth groups or specific individuals. Think of ways of increasing the power of these strong groups or individuals. This will not be easy, for although these people oppose violence, they may also disagree with police policies and procedures.
15. Do not consider citizen complaints about community conditions as a complete reflection of problems in the community. Further investigation may show that specific complaints are only symptoms of more general problems which community relations personnel, acting in conjunction with other public servants, may help to solve.
16. If a lack of recreation facilities is causing dissatisfaction, encourage police to become involved in recreation for youth. Policemen in some cities have opened youth centers in troubled neighborhoods. Others have taken city youth on camping trips. In order to support the recreation programs, policemen have enlisted local athletes to help them.
17. Attempt in every way possible to show that the official police position is completely opposed to racial or ethnic prejudice. Offer to help minority groups with any programs for community development that are planned or operational.

18. Actively represent the local government to the people. Listen to their complaints; try to have their grievances resolved. Pay attention first to complaints about police, but also try to solve any problems with other public services. Meet with employees of other public service agencies. Explain the role they play in preventing the build-up of potential violence. Learn the limits of the ability of public service agencies to respond to your requests.

Times When CV May Occur

19. Consult with community members more intensively whenever an event with the potential for CV is approaching, or after any widely publicized incident. Let the people know that the police are trying to avoid violence in every possible way, that the police cannot tolerate lawbreaking, but will cooperate in any way short of allowing people to break the law.
20. Listen to determine at which points during planned events police will most probably be needed. Will the group move from one location to another? Will a list of grievances or demands be presented to an official? Will members of the group attempt to enter a closed building, or block entry to buildings or streets? Is there any indication that the close of the event will be used as a starting point for vandalism or other illegal activity?

Persons Who May Be Involved in CV

21. Identify all of the leaders in the community. Know their names, their faces, their specific interests, their home addresses, their phone numbers and where they can be located most often. Include the leaders of education, health, and welfare services, community action organizers, businessmen, heads of youth groups, churches, church groups, youth gang chiefs. Do not overlook peer group leaders, whose wealth, good looks, daring and ability make them important within their peer groups. Some of these leaders may not be acceptable to society in general. Some may have criminal records or may be suspected of being involved in criminal operations currently. They may, however, be interested in preventing CV, and they may be able to help now or in the future.
22. Contact the leaders in the community. Let them know that the police recognize their leadership role. They may react with verbal abuse or other hostility, but the initial contact itself increases the probability of future contacts.
23. Whenever the police department performs an important service, make sure that community leaders hear about it. If the police department has a public information unit, this public relations function may be a standard,

formal job. If no public information unit exists, community relations officers must do the work. Newspapers, radio and television stations and local action groups may all be willing to publish feature stories of police service to the community. Whenever stories are published that are even partially favorable to police, thank the writers of the article.

24. Always respond to questions and requests from community leaders. Often these questions will concern police action. Tell the story as truthfully as possible. In most cases, the questions arise from rumor or misinformation or because of the personal attitudes and behaviors of specific policemen. The citizens who call for explanations are usually seeking reassurance that the police department is concerned about performing their service to the community in a sensitive, professional way.

Events Which May Lead to CV

25. Intervene in all situations in which groups are forming to protest police action. Determine if any community leaders who have dealt with police in the past are members of the group. Talk to them first.
26. Deal with members of demonstration groups and other "underground" organizations. Caution them to avoid violence at all costs, since the police will be there to protect everyone and must intervene if violence breaks out.
27. Suggest to leaders of demonstrations, parades or entertainments that they themselves assign and train marshals. These marshals can protect the property of participants against theft and can assist in keeping order when the crowd moves or breaks up. It may be possible for police to arrange a way in which they can assist in the training of marshals.
28. Offer the assistance of the police department in planning upcoming activities so that violence can be avoided.
29. Let the leaders know that they are known to the police and that police attention will be focussed on them during the event.
30. Explain to the leaders the dangers which may arise during the event. Police intelligence personnel will know about these. Although many people organize crowds for the specific purpose of disrupting routine even to the point of danger, some are unaware of the possible consequences. Several rock festivals were good examples of events which were innocent in form and intent but which led to destruction of property and even to violent death.

31. Test the attitude of the people to the upcoming event and their reaction to police interest. Advise the Chief whether community relations is apparently sufficient to forestall violence or if more help is needed.

Ways in Which CV May Develop

32. Intervene quickly whenever any violence occurs in an effort to prevent escalation. Call on all persons who are community leaders for help in limiting violence. Let these leaders know if they can help to prevent trouble. The leaders will want to know the nature of the threat in order to plan their response.

OPERATIONS FOR CONTROL

The control phase, in general, consists of implementing the Emergency Operations Plan and Manual, the Mutual Aid Plan, when necessary, and the supervision of the Emergency Operations Center.

From the viewpoint of community relations personnel, implementation of these measures requires intensive efforts to penetrate the community in order to exert a calming influence on citizens or to contact community leaders who can reduce violence. The guidelines which are discussed below are oriented to steps that community relations officers may take to achieve those objectives.

Locations of CV

33. Keep the Chief and patrol commander informed of likely or possible locations of additional renewed CV activity in the troubled area.
34. Provide estimates of tension/anger based on observations in each of the various locations that are involved or likely to become involved.

Reasons for CV

35. In contacts with the citizenry, continue to attempt to determine why CV has erupted. Urge everyone that something can and will be done to redress just grievances but that CV will improve nothing. Attempt to determine if additional causal factors have been added since the initial outbreak.
36. Often the reasons that were identified as potential causes of CV do not include the reason that caused a particular outbreak. Prevailing economic and social conditions determine the climate of an area, but an isolated incident, even though unrelated to the social climate, may trigger violence. Be alert in the community after CV has erupted to determine the prime contributory factors as well as the "trigger" event.

37. Try to determine if there is continued hope for success in achieving the short-run objectives of the CV outbreak among the individuals involved and their passive supporters.

38. If the cause of the violence is, or is believed by citizens to be, unfair or brutal police action, reassure people that the internal review section will investigate any charges against police. Police brutality is often the subject of rumor, and such rumors can be a cause of trouble. Stifle the rumors as quickly as possible, utilizing news media assistance and that of community organizations such as the Urban League.

Persons Involved in CV

39. Cultivate contacts with those individuals who can help restore order. Do not forget that often a group leader formerly hostile to police may be willing to help with control operations.

Types of CV Events

40. Try to determine what group members plan to do as well as what they appear to be doing.
41. Report to the Chief of Police exactly what the crowd members are doing. Be precise in reporting numbers of people involved as well as the exact nature of their activities.

Ways in Which CV is Occurring

42. Determine how group members and leaders intend to act in ongoing and future interactions with the police. If escalation of the violence and illegal activities are planned, immediately notify patrol commander and Chief. If a lessening of activities is anticipated by the participants and their leaders, also notify the Chief.

VI. EVALUATION

This section will discuss ways in which community relations personnel support the Chief of Police in conducting assessments of prevention and control actions. Evaluation is undertaken to determine how well police are conforming with prescribed procedures and how effective their actions are. Inadequacies will indicate the need for an increase or reordering of operations.

The evaluation function is a responsibility of command. The Chief of Police may delegate the task of evaluation to a Deputy Chief, to a separate internal review section, to a strategic intelligence or community relations unit or to another high-ranking officer. In smaller departments, or as needed, the Chief may perform the evaluation on his own.

Each policeman should make an evaluation of his own performance. Any inadequacies should be identified, with no implication of fault or guilt necessary. Supervisory and command personnel should also evaluate the capabilities of their subordinates without implying the necessity of assessing blame or prescribing punishment. Improvement in performance is the primary objective of evaluation.

CONTINUED

1 OF 3

EVALUATION OF PREVENTION

Evaluation of any preventive activity in CV is always difficult, because when problems do not become acute, there is usually little solid evidence that CV would have occurred if police had not intervened effectively. The evaluation criteria listed below, therefore, are numerous, and although each is related to tension in the community, estimates of a small number of them will probably suffice for evaluation of the prevention activities of most departments.

Recently, many departments have developed and implemented "Management Information Systems (MIS)." These systems, which emphasize rapid storage, retrieval and dissemination of accurate data, would be very compatible with the evaluation criteria mentioned below.

Suggested Evaluation Criteria

1. When violence does not occur at the scene of a crowd, police performance may be judged entirely successful if:
 - a. Community relations personnel made contact with leaders or members of the crowd before and during the gathering
 - b. Community/public relations officers coordinated actions with news media as needed.
2. Even if violence in crowds is avoided, and even if crowds seldom assemble in a jurisdiction, evaluation of efforts to prevent collective violence can proceed. The focus of this evaluation will be brought to bear on the capability of the department to deal with long-run community problems, and to recognize growing tension.

Measures which might be provided to the Chief to use to judge such capabilities are:

- a. The number of police who have received training which is specifically designed for dealing with community problems
- b. The number of police studying formal courses in police-related subjects in schools, colleges or universities
- c. The number of police who are members of or advisors to community service organizations such as Boys' Clubs, Boy Scouts, PTA's, etc.
- d. The number of presentations by police to public meetings, and the number of police involved.

If all of these are growing, success can be claimed in improving the capability of the department to take part in confronting local problems outside of law enforcement per se.

3. In order to appraise the ability of the department to detect rising tension, the following information is required:
 - a. The number of community leaders with whom police community relations officers have contact, especially in dangerous areas
 - b. The number of community leaders who refuse to assist police
 - c. The number of community leaders who encourage others to thwart police efforts.
4. Some other measures will be ambiguous. It may be difficult to separate increased indications of trouble from the increased willingness of people to help police by reporting. Some examples of ambiguous responses from the people are:
 - a. Number of complaints made to police about public services. These may indicate greater dissatisfaction with local government. On the other hand, increased reporting may also indicate improved reliance on the police and on local government to correct local conditions.
 - b. Number of youths who ask for police help, especially in schools, in order to solve personal problems or to reduce the severity of criminal prosecution for minor offenses. Increases in this number are probably a favorable indication because they imply that the police are gaining the confidence of youth.
 - c. Number and intensity of rumors reported to police. These should be expected to increase when a rumor control center is established. Thereafter, the number of rumors should level off until tension increases.
 - d. Number of complaints of police corruption or incompetence. The tone and accuracy of these reports will indicate their value. If most of the complaints appear to be highly emotional or deliberately false, tension is probably increasing. If most of the reports are correct, or at least plausible, citizens are probably displaying their confidence that police are interested in improving the department.

Potential Locations of CV

5. Evaluate the degree to which officers have penetrated each area of the jurisdiction. In which areas are persons hostile to police, generally reluctant to talk to police or to cooperate in community projects in which police have a role? Relate the answers to these questions to the characteristics and behavior of community relations and other police personnel.
6. Report the results of the evaluation and recommendations for improvement in specific neighborhoods to the Chief.

Reasons for CV Potential

7. Consider the shifts in the objectives and hopes of citizens. Have any of the disruptive issues within the community been resolved? Do people continue to talk about fighting in the streets to achieve social goals? Do citizens believe that policemen are trying to improve their services?
8. Have the media helped or hindered community relations?
9. Report all estimates to the Chief.

Times When CV May Occur

10. Is there a standard procedure for identifying upcoming events that community relations personnel should cover? Are the principal newspapers, school bulletin boards, etc., checked on a regular basis which is reasonable for the level of activity in the area?
11. Have enough contacts been made in the community to assure that community relations personnel are informed of important community meetings in time to attend them?
12. Are any citizens willing to act as listening posts for community relations personnel to make sure that no opportunities are missed? How were these persons recruited? Can others be recruited in the same way?
13. Report your assessments and suggestions to the Chief.

Persons Who May be Involved in CV

14. Has the basic philosophy of the community relations approach to preventing crime and CV been accepted by most of the officers in the police department? Policemen who oppose the community relations approach will accept this philosophy when they begin to see greater citizen support for police efforts. Is such citizen interest increasing?

15. Have all the leaders of the community been contacted by community relations officers and/or the Chief of Police?
16. Is there at least one reporter in every media office who is willing and able to do a professional (objective as possible) job of reporting on police law enforcement and community service activities? Can at least one community relations officer (called the public relations officer, perhaps) contact these media representatives quickly?
17. Do other police officers know the names of organizations who are dedicated to community development and who oppose CV?

Events Which Might Lead to CV

18. Was any success achieved in pacifying persons who were known to be planning violence? Were the planners of demonstrations contacted and successfully convinced to avoid violence at all costs? Did community relations personnel go into action quickly when events of minor scope raised the possibility of "spontaneous" outbreaks? Consider the possibility that the community relations approach will almost certainly not work to prevent some types of violence—clandestine bombings, for instance. What should be done in those cases?
19. Are community relations personnel adequately trained to take different approaches to each type of threat of violence?
20. Report results of evaluation and suggestions to the Chief of Police.

Ways in Which CV May Develop

21. Has community relations reduced any threat of violence by helping to plan security for demonstrations or entertainment events?
22. Have community relations personnel successfully encouraged persons to give up plans or ideas for violence or to talk against violence among persons who will not listen to police?
23. Has community relations helped to provide a way for fugitives from justice to surrender to police peacefully?
24. Is there any indication that community relations programs within schools or among youth has helped to deter juvenile delinquency or to soften hostility toward police? Are police receiving more requests from youths for help in ending trouble?
25. Report your assessments to the Chief of Police.

EVALUATION OF CONTROL

Evaluation of control operations, of course, begins while violence is still occurring. Based upon this type of evaluation, the Chief of Police and patrol commanders make decisions concerning the deployment and tactics of control forces. These considerations were mentioned in the "Operations for Control" section of this volume.

The type of evaluation which is discussed below begins after violence has ended and is intended to support decisions concerning changes in the organization, equipment, training and operational procedures of control forces.

The essence of the evaluation which follows control operations is the "after-action report." This report should be a detailed, overall description of the violence itself, the actions which police and other forces took to end the violence and the level of effectiveness which was achieved. The preparation of this overall report, in some departments, has been assigned to a single high-ranking officer who is then responsible for compiling and supervising reports from patrol, intelligence, community relations and command personnel who were directly involved in control operations. Some departments have made such a task more efficient by instituting a separate evaluation unit—independent of all other operational units. This independent unit is designed to function at all times, but may be particularly important during CV operations when charges of misconduct are often levied against police.

In cases where very serious incidents of CV occur, evaluation of control operations by agencies outside of the law enforcement community may be necessary. In recent years, the bulk of collective violence has emanated from political issues. In such a context, the community and the entire nation need an in-depth view of the achievements of law enforcement agencies in dealing with CV. Many persons, including members of the mass media, the academic community, legislative bodies, etc., have attempted to produce such evaluations, and police have solicited other studies. Such investigations by persons outside of law enforcement may often assist police, and they may be accomplished by local groups or by persons from outside the jurisdiction. Many experts have worked extensively to understand collective violence, and many other persons representing public opinion discussion and thought may be available to evaluate serious outbreaks of CV.

At whatever level the evaluation is undertaken, community relations personnel can support the process by providing the types of information mentioned in the guidelines included in the following paragraphs.

Locations of CV

26. Determine if areas other than the one actually involved in violence have similar conditions or grievances. If dissatisfaction is widespread, prevention operations are appropriate in those other areas. Affirmative action should be taken to rectify the conditions which precipitated the CV.

Reasons for CV

27. Determine why citizens were willing to participate in overt acts of CV. Was their willingness, for example, a reflection of deep-seated dissatisfactions or were they convinced by an effective leader or known agitator?
28. Determine if and why non-participants were tolerant of those who committed acts of violence.
29. Were efforts made during the violence to combat rumors by "rapping" with citizens, by televised statements from local leaders, and by willingness of the media to make sure that rumors were not repeated?
30. Did any presentation by the media oversimplify the situation so much that tensions were raised?

Persons Involved in CV

31. Consider which organizations and individuals were most helpful in acting to end the violence. Some may have been persons whom police had counted on in the past. Others may be newly identified people who are willing to help. A third group may consist of persons who are inciting or committing violent acts.
32. Make a point of expressing police appreciation (probably through the Chief) to those persons who were especially helpful.

Ways in Which CV Occurred

33. Did citizens seem to respond to community relations advice that the use of certain weapons and tactics would necessitate immediate police response?
34. Did citizens express approval, disapproval or fear of the weapons and tactics used by violent persons or of the reactions of police?

TAB IV
INTELLIGENCE
PERSONNEL

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INTELLIGENCE PERSONNEL

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I. INTRODUCTION

The Introduction is contained on pages 1-1 through 1-19 (TAB I) of this volume.

II. INTRODUCTORY NOTES FOR INTELLIGENCE PERSONNEL

Part of the mission of intelligence personnel is to support decision-making by acting as the primary gathering agency, clearinghouse and analysis center for information concerning collective violence. This mission includes the performance of tasks within the community, within the local department, and and between the local department and other law enforcement agencies.

Intelligence efforts within the community consist primarily of overt monitoring of events and organizations which have potential ramifications for the problem of CV. Police departments have found repeatedly, however, that certain CV threats are so forceful and clandestine that covert penetration of violent and potentially violent groups may become necessary.

Within the local department, intelligence personnel are responsible for intelligence planning and training in relation to CV and for assuring that information flows unimpeded through the rank structure and functional divisions and units.

Training in intelligence subjects regarding CV should be stressed to all police officers. Many pieces of information, which could be overlooked by some officers because they have little apparent value as evidence in the legal sense, may be useful to intelligence personnel in estimating the potential for CV in an area.

The relationship between an intelligence unit and similar sections of other law enforcement agencies is one which is in the process of growth in many departments. Within the subject area of collective violence, this growth is especially important, because certain issues that have created the atmosphere for CV involve many jurisdictions, and persons who foment conflict or increase community tension may travel to or recruit supporters in several areas.

Readers of this volume may also wish to consider the guidelines within Volume II of the series, Community Relations Personnel. Although it should be emphasized that police community relations is not an intelligence activity, the approaches recommended for community relations officers in dealing with CV may also prove useful to intelligence personnel.

III. PLANNING

Planning for prevention consists of all analyses and decisions undertaken by police to prepare operations which will reduce tension among normally nonviolent persons and to interrupt the potentially violent activities of persons who see violence as necessary or acceptable. Planning efforts include identification of needs, organization of action groups, formulation of prevention strategies, generation of tactics, selection and purchase of equipment and materials, and recruitment and training of personnel. Specific CV planning supplements a variety of police general orders, regulations and procedures which are inherent in routine police operations.

Planning for control includes all of the steps of planning for prevention, but is oriented toward preparing operations to restore order rapidly and to decrease the likelihood of further violence. Planning for control emphasizes the development of standard procedures which can be exercised swiftly and coordinated effectively. A recommended product of planning for control is an Emergency Operations Manual which prescribes Personnel, Intelligence, Operations, Logistics and Command and Control practices to be used during violent incidents. This manual is supported by all other police planning documents and procedures which are used by police during periods when CV is not occurring.

PLANNING FOR PREVENTION

Potential Locations of CV

1. Besides relying on the experience of the police department in identifying areas with violence potential, intelligence personnel should also utilize available statistics. Areas with high population density, low average per capita incomes, high crime rates, and large numbers of minority group members can usually be outlined by the use of public data. The data can be utilized to prepare a detailed analysis of the relative seriousness of problems in various neighborhoods.
2. Identify areas where students and members of non-conformist communities live. Although these areas are not necessarily prone to violence, actions can be taken in these neighborhoods to prevent these citizens from becoming completely alienated from police.
3. Prepare maps of the community overall, including surrounding areas, to show the relative seriousness of local problems. For especially difficult areas, such as an urban slum, a business area, or a campus, prepare more detailed maps.
4. Identify which of the potentially violent areas are most difficult to investigate. Attempt to identify the reasons for the difficulty. For example, the department may not have a sufficient number of detectives or patrolmen from minority groups to establish close contact with a minority community. Other problems may exist. Suggest a plan for correcting these problems to the Chief of Police.

Reasons for CV Potential

5. Train yourself to be sensitive to the types of complaints that you may receive in the course of criminal investigations. Some of these will represent only the specific anger of disgruntled individuals. Other complaints may indicate the dissatisfaction of many people with conditions in the community. Try to test the depth of the dissatisfaction and how widespread it is. Even if the anger seems unreasonable or unfounded, report the complaints to community relations personnel.
6. Listen to the general or "off the topic" observations of contacts and informants as well as to their specific information reports. These general statements, when pieced together and compared with other information, may lead to indications of growing tension or developing violence.

Times When CV May Occur

7. From studying past events in the jurisdiction and in other areas, try to outline possible target dates for demonstrations, or actual violence by various groups. May Day, for example, is the traditional day for demonstrating sympathy with communism and socialism. The anniversaries of the deaths of radicals such as Fred Hampton of the Black Panther Party, George Jackson, and others may also appeal to radicals as opportune times for a violent show of sympathy. Less radical groups may demonstrate on the anniversaries of the deaths of Dr. Martin Luther King, Jr., The Kent State Four, etc. In a local jurisdiction, the memory of less publicized people may be an important motivation for rallies. Counter demonstrations may also arise at these times.
8. Traditional parades, such as the ethnic celebrations of St. Patrick's Day, Columbus Day, the community celebrations of athletic festivals and harvests, and even county fairs may occasion counterdemonstrations. Factions which have broken with the participating groups may attempt to disrupt events. Persons protesting war or social injustice unrelated to the events themselves may use parades as an opportunity to gain attention. Some people may protest parades as a misallocation of funds that supposedly should be put to more serious purposes. Investigation beginning even several months before these events may identify possible trouble that can be prevented.
9. When possible problems are discerned, inform the Chief of Police and community relations personnel. They may, in conjunction with other police and private citizens, be able to reduce the likelihood of violence before it increases.

Persons Who May Be Involved in CV

10. Devise a practical approach for keeping lines of communication concerning potential collective violence open. Because detective personnel are involved in gathering evidence to be used in criminal prosecutions, they may be reluctant to pass on information concerning the subjects of their investigations. Detectives might be concerned that an investigation of CV may put suspected criminals on their guard, and make gathering of evidence for criminal prosecutions more difficult, or perhaps impossible. They may also be afraid that their cases may be spoiled by lack of secrecy, or that their suspect may be arrested first by some other law enforcement officer. Detectives in criminal cases may also let patrolmen (who may wish to become detectives) know that information concerning certain individuals in the community should be reported only to detectives and not to other intelligence personnel who are responsible for analyzing information.

Intelligence officers should suggest to detectives involved in criminal cases that the information indicating the development of CV is not necessarily the same as the data which might become evidence in criminal prosecutions. Intelligence officers, many of whom sometimes act as detectives, can sympathize with detectives' interests and can work to preserve criminal cases at the same time that they work to prevent CV.

Intelligence personnel can also approach patrolmen and ask their assistance in watching certain individuals in the jurisdiction. Some departments have encouraged intelligence officers to have lunch or coffee with a different patrolman each week. Patrolmen are assured that nothing will be done to harm potential criminal cases.

11. Plan a filing system which can include the names of organizations as well as individuals. Collect reports from all sources on the numbers of members, leaders, goals, ideology and tactics of these organizations. Take all precautions necessary to assure that the names of non-criminal organizations and non-criminal persons are never confused with criminal files and records, even though some of the organizations may include persons with a criminal record.

12. Develop a plan for contacting politicians and other celebrities who come, or who plan to come, to the jurisdiction. An explanation should be prepared to assure these people that police are interested in protecting them. A file may be kept on these famous persons. This file may show which individuals or organizations have threatened them with violence or promised disruption of their activities. Many of these celebrities have agents or "advance men." Intelligence personnel should ask their cooperation in planning the movements of the celebrity to afford him the best possible protection. At the same time, intelligence personnel will be building a plan for preventing violence within the crowd which the famous person may attract.

Events Which May Lead to CV

13. Utilizing sources within the community and in other law enforcement agencies, prepare a plan for identifying threats of planned CV. Include suggestions for improving the coordination of municipal, county, state, and FBI investigations. Also, outline a network of key informants who can supply information on plans for violence. As necessary, develop plans for the recruitment, training and management of undercover agents.

Ways in Which CV May Develop

14. Review all information on the tactics and incidents which have led to CV, and which are available for use by groups who wish to increase CV potential. Such information can be obtained from many published reports, from other law enforcement agencies, and from reports which were prepared for use within your department.
15. Never take a "peaceful demonstration" at face value. Any large gathering or protest march has the potential for collective violence. Never assume collective violence "can't happen here."
16. Devise a plan for obtaining all materials found in the course of criminal investigations that could be used in a CV situation. These materials should include such objects as weapons, planning documents, instruction manuals, clothing and distinctive paraphernalia.

PLANNING FOR CONTROL

Although many of the prevention guidelines (above) are clearly applicable to control planning as well, the following discussion specifically oriented to control planning should be considered.

Planning for control consists primarily of three major steps: (1) the development of a set of written operational procedures for use by the local department during crowd control and CV (these written procedures will be referred to as the Emergency Operations Manual and Plan); (2) the institution of a mutual aid arrangement with other nearby law enforcement agencies; and (3) the design of a centralized, well equipped command center. Many police departments have achieved success with these three steps. Intelligence personnel can best support planning for control by developing the kinds of information needed to plan for control operations. The following guidelines are aimed at that task.

Locations of CV

17. Attempt to determine the areas within the community that are likely locations for unplanned ("spontaneous") outbreaks of CV. These are apt to be those areas with the highest unemployment, the poorest living conditions, and the greatest amount of anti-police sentiment.
18. Analyze the location of your jurisdiction in relation to other areas where persons with a demonstrated inclination toward violence reside. Can they send agitators or come themselves to support violence which has erupted? By what routes are they likely to come?

19. Construct a priority list of buildings and facilities which may become targets during a CV outbreak in various parts of the local jurisdiction. Devise procedures for notifying the operators of these buildings to increase security during violence.
20. Maintain a liaison with patrol personnel, especially in potentially troublesome areas.

Reasons for CV

21. Devise ways of determining the reasons for continuing activity. Are the motivations which produced the initial outbreak still strong? Have additional factors been added?
22. Set up a network of contacts who can be trusted to provide good readings of the reasons for violence once it has broken out. These persons can be contacted before and after violence has begun to assist in estimating the importance of organized groups, community anger with police, rumors and personal gain as motivations for violence. Be certain that such individuals can be used once CV has erupted. Some departments have found that informers will stop providing information during CV.

Time Considerations for CV

23. Analyze the characteristics of activity in your jurisdiction which are dependent on time. Are there rush hours on business days? Do persons from outside the jurisdiction come into the area on weekends or weekend nights? Are there tourist attractions which are active at specific times of the year? Are conventions of controversial political or business associations scheduled? The combination of any of these events may present targets for violence or act as diversions for violence. If persons or groups wanted to start trouble, when would police be least able to contain it? Can anything be done to fortify police capability at such times?

Persons Involved in CV

24. Prepare lists of potentially influential community leaders, criminal operatives, activist group leaders and political dissidents. After a CV outbreak, these lists can be used as leads to analyze who is involved. These people, especially if they are not directly involved in the violence, may also be convinced to exert pressure on members of their own group to refrain from violence. Both law-abiding citizens and persons who are involved in criminal activity during peaceful periods can be directly opposed to CV which endangers their home, their friends or their businesses.

25. Prepare a staffing plan for CV situations to assure that intelligence personnel will be available for duty in the emergency operations center, for investigations of criminal acts during CV, and to make tours of the area of CV to estimate the situation.
26. Prepare lists of organizations or groups who might react violently to demonstrations by other organizations whose political views or social characteristics they despise.
27. Know the members, leaders, and strength of any self-appointed vigilante groups who may attempt to control violence on their own—to the detriment of the police and community.
28. Intelligence personnel should hold brain-storming sessions with similar officers in other agencies or adjacent jurisdictions. Exchange ideas. Pool resources during critical periods. Regular meetings of this type will build trust and confidence, provide better information, and help in area-wide planning for collective violence.

Ways in Which CV May Occur

29. Be alert to the type of tactics that might be used in the future as well as in ongoing CV events—arson, window breaking, looting, snipers, and bombings—each require that different control tactics be planned.

IV. TRAINING

Training for the prevention of CV consists of all efforts to prepare police for preventive operations. Training familiarizes police with underlying causes of tension in the community with local groups which exploit or increase tension, the ways in which violence develops, and the times and places where CV may occur. The goal of training is to prepare officers to recognize and reduce tension, detect approaching violence and thwart the attempt of individuals or groups to commit violence. Training for prevention of CV can be incorporated into police recruit training, and it can be given as supplemental training to experienced officers. A large number of universities, colleges and adult evening schools also support police training for prevention of CV with courses in the fields of sociology, psychology, and economics.

Although police at higher ranks may have a high level of professional expertise, opportunities for in-service or school training in both prevention and control of CV should be made available whenever time and budgetary constraints permit. Advances in law enforcement techniques are occurring at a rapid rate, and the problems which police are asked to address are increasing in number and complexity. In such an environment; all officers are likely to benefit from training, and all officers, including intelligence personnel, can provide inputs into such training.

TRAINING FOR PREVENTION

Potential Locations of CV

1. Provide the training program with pictures, descriptions and maps of the areas of the jurisdiction which have potential for collective violence. Choose the areas from historical experience and/or from current intelligence estimates.
2. Provide descriptions of places where radical groups are likely to conceal weapons, manufacture explosives or crude missiles, hold revolutionary training drills, etc.
3. Show maps of whole areas of the jurisdiction to demonstrate that crowds in some areas can have serious effects on traffic flow. Since stopped cars can become targets for rocks, bottles, and firebombs, police cannot allow peaceful crowds to clog key traffic arteries. Re-routing of traffic may be necessary to avoid this possibility.

Reasons for CV Potential

4. Provide training sessions with reports concerning the relationships of narcotics, crime, poverty, unemployment and inadequacy of public service to historical outbreaks of violence. Try to relate these to the local area.
5. Emphasize the role that crime plays in creating tension in a community. The proceeds from gambling, prostitution and other consensual crimes can be used to finance the importation and sale of narcotics. Narcotics addiction has been shown to increase the frequency of burglaries, robberies, assaults during robberies, and murders. An atmosphere of crime requires that police must be present continually to perform investigations or make arrests, and desperate criminals may compel police to use force. Uninformed passersby may view forceful police work as brutality. Reports of real and imagined police brutality circulate and have, in the past, led to violence. Furthermore, one or two actual or supposed incidents of police brutality can put many members of a community in a mood susceptible to accepting rumors as facts. Rumors increase tension and cause violence.

Persons Who May Be Involved In CV

6. Describe the types of information which all policemen can gather concerning persons who are involved in potentially violent activities. Who appears to be leading dissident groups? Where do they live? Where do they spend their time? What cars do they use (description and license number)? Who are their closest friends? Although it is unlikely that a single police officer could obtain all the answers, a nearly complete file can be constructed by intelligence from many different reports obtained from many officers.
7. Emphasize the importance of accuracy in making reports about persons who can affect community inclinations to violence. False or inaccurate reports can lead to unjust acts by police against citizens. Rumor spreading can also result. Further, police officers may waste time trying to verify and follow up leads that grow out of misinformation. Cite examples of cases in which accurate information helped, misinformation hurt. Stress accuracy concerning the number of people involved in any incident; what happened or is happening; what was said, and by whom.
8. After mentioning the various individuals and groups who are involved in activities having potential for collective violence, cite the relationship of these same persons to known or suspected criminal operatives. Be sure to point out those who have no significant association with known or suspected criminals.

Ways in Which CV May Develop

9. Give examples to illustrate that violence is usually detectable long before it occurs. Police may find evidence that groups are planning, organizing and propagandizing among other organizations and among individual citizens. Pamphlets, flags, uniforms, newspapers and other media are used to gain attention to their views. Rumors become more frequent and exciting.

Vulgar phrases and mottos concerning police or governmental officials and programs proliferate and spread. Many issues concerning change are adopted as objectives by activist groups even though the change they advocate may not specifically benefit their own self interests. Women's rights, blacks' rights, Chicanos' rights, consumerism, peace and other desires are fused into one campaign. Although such coalitions sometimes result in confusion, leaders hope to attract enough people from each group to make their own movement powerful. At the same time, they unwittingly provide an opportunity for police to find out about their plans.

When one, clear, specific issue attracts great attention—such as civil rights or school bussing—political action by crowds begins. Violence still may be avoided, especially if police and others work to maintain a sense of reason. But if such a "hot" issue arises, and its seriousness is confirmed by intelligence and community relations reports, the department will prepare for the control phase.

When an issue becomes clear, group leaders will attempt to gather a crowd, to show police (the city, the nation, the world) that the group is serious about its concerns. The process of forming this crowd gives police another chance to observe the quality of organization and planning, the mood and the probable tactics of the group. The larger the crowd desired, the more complicated is the planning, and the greater is the opportunity for police observation.

10. Opponents of social or political change may behave in a similar matter. Persons who oppose racial or ethnic group advancement, women's liberation etc., may coalesce and develop campaigns. Such persons may increase tension, especially by organizing counter demonstrations which may physically interact with activities of the groups who favor change. These opponents of change and their activities are also usually identifiable by police some time in advance of any public gathering which they organize.

TRAINING FOR CONTROL

Training for control consists of familiarizing police personnel with the Emergency Operations Manual and exercising the instructions contained in the Manual until proficiency is achieved. Police also require familiarity with various types of crowd control formations and with the kinds of threats which may be encountered during a violent incident. As opposed to training for daily police work which emphasized individual judgment and action, training for CV control stresses coordinated, disciplined team work. Training in conjunction with other law enforcement agencies who are components of a mutual aid plan may be required. Some departments have provided special training for a small number of personnel sometimes called a "Tactical Patrol Force." Training for control may also be supplemented by courses such as the Civil Disturbance Orientation Course (CDOC) given by the U.S. Army at Ft. Gordon, Georgia.

Locations of CV

11. From contacts and agents reports in intelligence files, those areas that are likely to become sites of CV can be determined. Inform all trainees of these areas. Also inform trainees of potential strategic targets of CV and the vulnerability of these locations. Update this training so that daily roll-call briefing can be used to inform patrol personnel of any changes in the problems of these potentially violent areas.

12. Explain the use of maps in the emergency operations center. Using maps of the local area, demonstrate how the command center can direct police movements if reports of incidents are submitted clearly and rapidly.

Reasons for CV

13. From intelligence files in the local department and from other materials, prepare training sessions on the motivational factors which are likely to lead to individuals to confront the police in future CV situations.
14. Describe to trainees the economic reasons which motivate persons to participate in violence. Explain that looting has been a widespread practice in many riots, but looting has also occurred following earthquakes, tornadoes, hurricanes and other natural disasters. Looters are simply there to milk what they can from a bad situation. The decline in number when an atmosphere of order is restored—when they are no longer sure that police are too busy to capture them.
15. Describe how some people perform destruction for its own sake or for peer group approval. These motivations seem to be very important to some juveniles even when they lack the cover which CV provides.
16. Discuss revenge for historical or contemporary injustice as a motivation for violence.
17. Explain the beliefs of some groups that violence is an actual good; that violence is the best, and perhaps the only way to achieve political goals. This position is taken by groups of all races, all political extremes, and by persons of different ages and educational backgrounds.

Time Considerations in CV

18. Stress the importance of rapid and clear reporting of information. The overall command center, which may have several telephones and radios, may be overwhelmed by the number of reports unless each report is clear and concise, and radio discipline is maintained.

Persons Involved in CV

19. Determine who has been involved in previous incidents of CV, including individuals, groups and leaders. Use this information in training sessions or roll-call briefings of line personnel on the characteristics of the individuals involved and what to expect from them.

20. Keep files on dissidents. If collective violence erupts, the leaders can be identified. If engaged in illegal activity, they may be arrested.

Types of CV Events

21. Attempt to determine what types of CV activities are considered likely by the key members and leaders of the community. For example, are riots considered to be a thing of the past and not likely to recur soon? Inform the training officer so that training programs on control tactics can be kept current.

Ways in Which CV Occurs

22. Describe all known tactics used by violent groups in confrontations with or attacks on police and other citizens. Note the willingness of some groups to use clubs and missiles, firearms or bombs against persons or property. Explain that certain persons will attempt to have themselves arrested and offer no resistance, while others may resist strenuously. Other topics which may be covered are methods of stopping and disabling vehicles, frightening police horses, and pretending to be injured by police.
23. Try to relate all tactics to groups in the local jurisdiction. In some localities, none of the local groups will have any record of or demonstrated inclination toward using violent methods.
24. Use contacts and undercover agents to determine tactics being planned by CV activists. Use this information in police tactics training courses.
25. After a CV outbreak, use undercover agents and contacts to determine tactics being planned. Inform the Chief and patrol commander. Use the information to prepare roll-call briefings during the course of the violence.

V. OPERATIONS

Operations for prevention of CV include all efforts by police or encouraged by police to detect and reduce tension and to repel attempts at initiating violence. These operations include community relations, press relations, information collection, verification, processing and dissemination, street patrol, crowd control and various types of community services. Although some extraordinary actions may be required to prevent CV, most preventive efforts are part of daily police work.

Operations for control includes the deployment, movement, command, control and support of police officers to end violence, protect persons and property, restore order and preclude the recurrence of violence. During control operations, patrol, intelligence, community relations and command functions focus on curtailing violence while continuing to perform law enforcement and other services outside of the area of violence.

OPERATIONS FOR PREVENTION

Potential Locations of CV

1. On a continual basis (hourly, when necessary), review all areas of the jurisdiction to identify places which have the highest potential for violence.
2. Set priorities for collecting information to support preventive operations based upon the level of the potential for violence in each area.
3. Initiate own investigations to determine all reasons for high tension in specific areas.
4. Provide patrol commanders and detectives with all information concerning areas of high tension where CV might break out. Provide such information on demand, and on own initiative as well.
5. Request that community relations personnel intensify efforts to decrease tension in specific areas.
6. Be prepared to provide estimates of CV potential in specific areas to the Chief of Police, patrol commanders, and other law enforcement agencies.
7. Request that personnel investigating criminal acts in high tension areas be watchful for weapons, fortification, revolutionary training manuals, bomb construction manuals, or any other materials indicating preparations for violence. Personnel should seize these when justified. Request that, in all cases, findings should be reported for intelligence purposes.
8. Request that investigative personnel be watchful for leaflets, letters, distinctive clothing or insignias indicating the presence of political organizations in high tension areas, and report observations for intelligence purposes.
9. Informants on criminal activity in high tension areas should be contacted by investigative personnel to find out what the informants know about the potential for CV in the area. Results should be reported for intelligence purposes.

Reasons for CV Potential

10. For each area of potential violence, prepare a list of the most important grievances, as well as any other disruptive influences. Periodically update each list to show which influences have grown, declined, or remained the same in intensity.

11. Communicate to patrol commanders, detective and community relations personnel all disruptive influences of which they should be aware. Violence-oriented militant groups are an example.
12. When the reasons for the potential for violence have been identified, intensify efforts to determine who is exploiting these reasons, and when and how they might attempt violence.
13. Request that personnel investigating criminal acts listen for indications of changes in the community which might provide the background for CV.
14. Persistent rumors should always be checked out. Plan for events—which are rumored as upcoming—until the rumor is proven false. Also, be very watchful for bogus information designed to confuse or mislead police, or even to lead them into an ambush.
15. Request that investigative personnel contact informants to find out if publicly-expressed grievances of citizens are real. Informants may know if other unstated issues exist. Demands of citizens concerning an end to racism or war, for example, may disguise the fact that these citizens are jealous of the success of other groups in achieving greater attention from police, health, welfare, or other public service agencies.
16. Pay close attention to sudden, unexplained increases in applications for weapons, physical and verbal attacks on policemen and firemen, rock throwing incidents, resistance to arrest, and false calls for assistance (e.g., "officer in trouble"). In some jurisdictions these factors have preceded serious civil disturbances. Don't overlook increased anxiety on the part of long term residents.
17. Watch the papers and other media for upcoming events that will gather crowds. Athletic events, entertainments, rallies, parades and demonstrations—none should be ruled out. Analyze each for its potential for CV. Provide the Chief of Police with an estimate of danger involved in any of these events which will require police attention.
18. Attempt to understand the social structure of the community. If an important person gives up his leadership role (because he dies, moves away, is arrested, etc.), in-fighting to establish a new leader may occur, and the potential for violence might increase. Accept the fact that unsavory, even criminal persons, can be effective, powerful leaders in their own group. Estimate what is likely to happen if such people leave, or if challenges to their power arise.
19. Note CV in other cities for its possible contagion effect.

Times When CV May Occur

20. Monitor newspapers and other media to identify upcoming events with potential for CV.
21. Collect flyers, posters, and other materials distributed by organizations that sponsor or support public events. These usually have a schedule of events which may be useful for planning purposes.
23. Whenever bizarre or startling events occur (such as the killing of a citizen by police), quickly assess the potential for CV in the area, the reasons for the potential, who is likely to be involved, what they can do, and how it can be done.
24. Attempt to identify each planned event (such as a parade, demonstration, entertainment, etc.) and the key times at which each gathering is most likely to produce violence. Movement of the group from place to place, break-up of the group, and planned confrontation with authorities have been occasions of violence in the past.
25. Provide guidance to investigative personnel, in their attempts to consult informants concerning community talk of violence at upcoming events.
26. Investigative personnel should contact informants concerning possible violent community reaction to widely-publicized occurrences in the area or elsewhere.

Persons Who May Be Involved In CV

27. Prepare a list of leaders of all groups who may contribute to the development of CV. Know their faces, addresses, cars, telephone numbers. Know the goals, strategy and tactics of their organizations, the numbers of members, the level of their funding and the sources of their funding. Know their attitudes toward police and toward violence. Find out if they have a distinctive uniform or paraphernalia, a newspaper or facilities for printing. The list can often be supplemented by careful reading of the underground and conventional press. Leaders of dissident groups tend to boast of their alienation from society and of their plans to change the system. The media often provide background information which police can use to analyze whether specific individuals have any potential for violence. The media reports, including pictures, can be filed for possible future use.

28. Check the names of all known leaders and members of groups for criminal records. A record of a large number of crimes, especially violent crimes, demonstrates a willingness to violate the law. Dissident groups which include persons with extensive criminal records must be treated differently from those which consist of persons whose dissidence derives solely from political or social beliefs. A check on the criminal records of the group may also give some indication of the kinds of activities the group can engage in to raise money to support its operations. Finally, a check with other departments or through the National Criminal Information Center (NCIC) or the Law Enforcement Intelligence Unit (LEIU) may show that a group leader or member is a fugitive from prosecution.
29. Don't overlook unusual sources of information when rumors of collective violence appear. Sometimes information can be obtained from ghetto apartment residents, cab drivers, and from employees and patrons of taverns, pool halls, coffee shops, grocery stores, beauty parlors and barber shops, etc.
30. When individuals are specifically identified as persons who are advocating or planning violent acts, regardless of purpose, a detailed investigation would include surveillance of the movement of the leaders, their groups, and those who visit them frequently.
31. Factions often develop among groups that are planning either political demonstrations or actual violence. One faction will sometimes wish to undermine the success of the planned event in order to embarrass the other faction. The jealousy between the sub-groups may enable police to elicit information from each about the other. This information can help police to take action to avoid trouble. In some cases, jealous members have enabled plainclothes officers to obtain entry into meetings of the dissident groups.
32. Preparation for campus gatherings requires close cooperation and teamwork. Intelligence sections should make use of all available sources of information. Have professors, secretaries, switchboard operators and campus security forces been encouraged to provide information? Have undercover agents attempted to infiltrate radical groups? Have friendly media reporters been consulted?
33. If reports of potential campus trouble have not been proven false, intelligence people should attempt to find out how many people might be involved. What groups are likely to participate? What is their stated purpose? What student leaders and groups are dedicated to nonviolence? What groups might join radicals? What is the past experience with these groups?

34. Guard intelligence files carefully. In some jurisdictions it has been necessary to purchase paper shredders because janitors and cleaning personnel were discovered searching waste baskets.
35. Whenever possible, check accuracy of intelligence by using independent sources. Sometimes, two informants who are unknown to one another can be used to verify information. If both tell the same story, you can be more certain of its reliability. Single informants sometimes tell police what they think police "want to hear."
36. Maintain close cooperation between intelligence sections and patrol sections. In larger jurisdictions having a patrol officer serve as a liaison with intelligence has improved the two-way flow of information. During outbreaks of CV, a representative of intelligence should be present in the mobile Command Post.
37. Intelligence sections should make every effort to seek information from patrol personnel. There is a real need for cooperation and mutual trust. Avoid using intelligence personnel for internal police investigations. When this happens, trust is destroyed.
38. Some potential violence is planned in one jurisdiction to be performed in another. In such cases, the necessity of coordination among intelligence personnel is clear. Some travel may be required. The meetings held to plan events which may lead to violence are usually considered important events by dissidents, who may talk about them in advance and boast of their plans to attend. Police, especially in the jurisdiction where the planning meetings will be held, can usually hear about the meetings in advance. They may also hear about individuals coming from other jurisdictions to attend. The police in the other jurisdictions should be notified.
39. The need for passage of essential CV information among jurisdictions points to the need for police coordination. Passage of information concerning individuals can be accomplished through the FBI, NCIC, or LEIU, or by personal contact of an intelligence officer in one jurisdiction with an intelligence officer in another. At the local level, especially with regard to collective violence, the municipal and state police will benefit mutually from passage of information, and the National Guard should be briefed in advance of any potentially violent gathering. Briefing of such other agencies will be facilitated if regular liaison is maintained among all agencies concerned.
40. Remember that the leaders of dissident groups who are dedicated to non-violence may be helpful to police in neutralizing the violent tendencies of the others. Files should be kept, accordingly, on the statements of non-violent leaders, and their names should be given to community relations personnel.

Events Which May Lead To CV

41. Make a list of the possible ways that CV can break out in the area. Is a spontaneous eruption likely? Is a planned campaign of violence likely? What capabilities do various groups have?
42. Be sensitive to evidence that violence or disruption is being planned. In 1970-1971, some groups actually boasted to the media that they were about to interrupt traffic flows regardless of the potential for violence. More dangerous were groups and individuals who "went underground." Careful investigation is required to discover the plans of such people. Also needed is coordination of municipal, county, state, and FBI investigations, and verification of all reports.
43. Questioning of informants and the use of undercover agents may be required to determine what plans are being made to cause or precipitate violence.
44. Many of the promoters of planned non-violent or violent acts have previous experience, sometimes in several localities. From police and media reports of their activities, a probable modus operandi can be developed. This can be used in planning police response strategies.
45. Some group behavior clearly indicates the probability of violence occurring. Some groups hold classes in maintaining battle formations (women in the front rank), weapons manufacture and resistance to arrest. Some prepare written manuals to support such training.
46. Some other group behavior clearly indicates the probability of police confrontation, though not necessarily violence. Bail money is collected in advance. Legal aid groups are formed. Training is given in resistance or non-resistance to arrest.
47. The location chosen by a group to gather its crowd may also indicate the probability of violence. Rallies or parades which are planned for areas with high social tension indicate that the leaders of the group are at least willing to take the risk of violence even if they do not intend it. Intelligence personnel should recommend to the Chief that permits for gatherings in such areas be denied. The permit can be used to bargain groups into gathering or marching in areas with a lower potential for violence.

48. The inclusion of famous radical speakers in rallies raises the potential for violence. Such speakers may actually attempt to incite violence. Others may only advocate it. If the speaker is known to have advocated violence in other areas, some members of the audience may come to the rally with the anticipation that violence will again be advocated.
49. Look for indicators that spontaneous collective violence may develop. A series of minor incidents involving police in an area or a single major widely-publicized incident increases the potential for spontaneous violence. An additional incident may trigger it. The additional incident may involve police, but may also consist of such things as careless driving by persons from outside the area who appear to cause accidents without being arrested. In such cases, dissident people can often rally a protest group very rapidly. The police, including patrol personnel, should be informed by intelligence personnel that the potential for spontaneous violence is high before an additional incident occurs.
50. Monitor investigations for reports of persons or groups planning violence against merchants, utilities, transportation systems, schools, monuments, etc. Further investigation may reveal the planning of looting, arson, bombing or shooting. Some of these may be planned to coincide with public events that will draw police away from the intended targets.

Ways in Which CV May Develop

51. Review any public statements of dissidents which may indicate the nature of the trouble they seek.
52. Review the information available on the numbers of weapons, the numbers of trained people, and the tactics which potentially violent people have used in the past.
53. Attempt to learn the operational plan and schedule for a particular event. In a large operation, some important moves will have to be written down in order to coordinate activities. Written copies of such plans may become available.
54. Attempt to learn if any new types of devices (such as time bombs) have been developed.
55. Investigative personnel should contact informants before upcoming events. If informants say that violence is likely to occur, attempt to find out how the violence is scheduled to be started.

56. Listen for talk of new tactics or new weapons being developed among dissidents or groups. Reports of new tactics and weapons development should be verified by investigators.

OPERATIONS FOR CONTROL

The control phase, in general, consists of implementing the Emergency Operations Plan and Manual, the Mutual Aid Plan, when necessary, and the operation of the Emergency Operations Center. For intelligence personnel, the control phase involves the collection and reporting of information that command personnel need to implement these control plans. The following guidelines outline ways that intelligence personnel may provide such support.

Locations of CV

57. Determine the location of greatest CV activity and determine which buildings, areas, or locations seem to be the objectives of the CV activity.

Reasons for CV

58. Attempt to determine what interests or groups might benefit from the continuation of CV activity. Such groups might have individuals actively involved in supporting disruptive crowd behavior. These groups may see the CV as a means of achieving organization objectives.
59. Determine what grievances helped to "set the stage" and what particular events triggered the CV outbreak. Report all findings including those which may seem too obvious to consider. The factors which you are aware of in your job may be very important yet not be known to other officers or citizens who are involved in control efforts.

Time Considerations in CV

60. Attempt to determine when (if) organized events include "scheduled" violence or planned confrontations with police. Inform the Chief of Police so that proper action may be taken to prepare to control any such outbreaks.

Persons Involved in CV

61. Go to the scene of CV and assist detective personnel to identify and arrest leaders if they break the law.

62. Utilize contacts to determine who are the most influential individuals among the dissidents. Remember that they need not be members of any organized group or participants in the violence.
63. Intensify efforts to make contact with informants during CV. Such informants may confirm or deny rumors and give advance warning of planned violence.
64. Make walking patrols of the area of the disturbance to assist in identifying "leaders" of the violence, to detect possible new targets and to test the mood of most of the citizens in the area. Such tours of the scene of disorders may require under-cover officers who fit in with the persons participating in the violence.
65. Undercover officers may also be useful for confirming the truth or falsity of rumors by "rapping" with citizens, and for confirming reports made by other officers concerning the number of violent persons and the nature of their activities.

Types of CV Events

66. Try to determine what activities are planned which can extend the violence or create additional violent events.

Ways in Which CV Occurs

67. Try to determine what tactics will be or are being used by the groups involved. Are they armed? Will explosives or bombs be used? Will snipers be used?
68. Attempt to determine what police control tactics will produce a violent reaction by the group involved and what control tactics would be tolerated. For example, the use of chemical agents might be tolerated, but if dogs were brought in, the group might be incensed to commit additional violent acts.
69. Attempt to determine what arms, equipment, and supplies are available to the riot leaders.

VI. EVALUATION

This section will discuss ways in which intelligence personnel can support the Chief of Police in conducting assessments of prevention and control actions. Evaluation is undertaken to determine how well police are conforming with prescribed procedures and how effective their actions are. Inadequacies will indicate the need for an increase or reordering of operations.

The evaluation function is a responsibility of command. The Chief of Police may delegate the task of evaluation to a Deputy Chief, to a separate internal review section, to a strategic intelligence or community relations unit or to another high-ranking officer. In smaller departments, or as needed, the Chief may perform the evaluation on his own.

Each policeman should make an evaluation of his own performance. Any inadequacies should be identified, with no implication of fault or guilt necessary. Supervisory and command personnel should also evaluate the capabilities of their subordinates without implying the necessity of assessing blame or prescribing punishment. Improvement in performance is the primary objective of evaluation.

EVALUATION OF PREVENTION

Evaluation of any preventive activity in CV is always difficult, because when problems do not become acute, there is usually little solid evidence that CV would have occurred if police had not intervened effectively. The evaluation criteria listed below, therefore, are numerous, and although each is related to tension in the community, estimates of a small number of them will probably suffice for evaluation of the prevention activities of most departments.

Recently, many departments have developed and implemented "Management Information Systems (MIS)." These systems, which emphasize rapid storage, retrieval and dissemination of accurate data, would be very compatible with the evaluation criteria mentioned below.

Suggested Evaluation Criteria

1. When violence does not occur at the scene of a crowd, intelligence personnel performance may be judged successful if:
 - a. Intelligence personnel correctly estimated that the potential for violence was low
 - b.. Intelligence personnel correctly estimated that the potential for violence was high and disseminated this estimate to other police who took action to prevent violence
 - c. Intelligence personnel monitored the crowd, either in person or through detective personnel
 - d. The procedures which intelligence personnel have developed to identify, monitor and analyze positive and disruptive forces in the community
 - e. The number of reports of community trends which are communicated to intelligence personnel by other members of the department
 - f. The ability of intelligence personnel to obtain information from other law enforcement agencies
 - g. The ability of intelligence personnel to deliver estimates of the danger of collective violence in specific areas
 - h. The ability of intelligence personnel to identify dangerous individuals, to disseminate information concerning them, their location, their plans and tactics to other officers

- i. The ability of intelligence personnel to infiltrate organizations which have been identified as potentially violent
 - j. The degree of coordination between intelligence and detective personnel to avoid conflicts between the peace-keeping and law enforcement functions of police.
2. The attitudes and behavior of citizens in dealing with police indicate to some extent the effectiveness of attempts by police and other citizens to reduce tension in the community.

Some of the indicators of citizen attitude which police can estimate directly are:

- a. Number of physical attacks on policemen in view of other citizens (in a year or month)
- b. Number of physical attacks on police vehicles or other property
- c. Number of reported cases of resistance to arrest
- d. Number of reports of police brutality (accurate reports, reports that are exaggerated because of emotion, reports that are inaccurate and deliberate lies)
- e. Number of anti-police demonstrations
- f. Number of physical attacks on other public servants (especially firemen) or employees of utilities, or on their vehicles or property
- g. Number of citizens who support actively or participate in the activities of groups who preach hatred of police or of other groups
- h. Number of instances of verbal abuse of police in the performance of their duties or as private citizens.

Potential Locations of CV

3. Review all areas of the jurisdiction to determine which areas are most uncertain with regard to their potential for violence. Consider increased efforts or different tactics, including the placing of undercover men in areas in which there is a known, but unspecified, danger.
4. Analyze detectives' capability to assist in gathering indications of possible violence in each area. Some areas, for example, may have excellent informants with many contacts in activist groups. Other areas may lack informants or other police contacts who can observe and report indications of rising dissatisfaction. Consider new approaches which can be used as needed to gather community information.
5. Report all findings and suggestions to the Chief.

Reasons for CV Potential

6. Assess the changes which have occurred in the disruptive influences in the jurisdiction over the past year; the past month. Estimate shifts in the tone and mood in which persons express grievances. Is the community better organized to achieve citizens' goals without violence? What is the attitude of citizens and their leaders to crime and drug abuse? Is local rhetoric becoming less racist or less violent?
7. Examine the capability of all police officers to provide readings of social conditions. Can this process be improved by training or by new administrative procedures?
8. Estimate the effects of crime on the tension within the community. Have police efforts to control crime and drug abuse improved the social environment? Are the citizens so concerned about crime that they actively help police? Or are police investigators thought of as oppressors? Is there anything that the police can do to take advantage of and build a positive attitude in the community; to soften a negative attitude?
9. Report observations and suggestions to the Chief.

Times When CV May Occur

10. Review all indications of potential violence during the last period (year, month, etc.). Did any of these situations come as a surprise? Could anything have been done to reduce the element of surprise, e.g., better procedures,

such as filing or data processing programs; better contact with other law enforcement agencies; better training of intelligence, detective or patrol personnel, undercover agents? Any of these may have helped to make information more timely and useful to the department.

11. Consider the kinds of violence which seem to be most surprising. Can police do anything, with electronic equipment, for example, to detect these kinds of CV before they happen?
12. Report your findings and suggestions to the Chief.

Persons Who May Be Involved In CV

13. Is the intelligence division prepared to issue an immediate report on the individuals and groups who have the potential for perpetrating or inciting CV at any time in the future?
14. Are the opinions and emotions of local citizens and groups known well enough to predict what events would increase the potential for violence? If specific nationally-known persons visited the jurisdiction, would potentially violent groups gather to hear speeches by these leaders or protest their presence? Would a specific national event (such as an assassination) or a specific international event (such as persecution of a minority in another country) touch off violence locally?
15. Are patrol personnel informed of the identities of especially dangerous persons and groups? Are they asked to look for vehicles these people use or materials they may distribute?
16. Are intelligence operations coordinated effectively with actions of detective personnel assigned to criminal investigations? Are estimates of the criminal activities of persons who favor CV communicated to intelligence personnel by detective personnel?

Events Which May Lead To CV

17. Were undercover officers available to investigate the possibility and characteristics of planned violence? Were their operations successful in supplying enough information to support effective police operations?
18. Were undercover narcotics agents also effective in investigating the potential of violence?

19. For each type of violence threat, which sources of information were most helpful? What was the accuracy of public media reports concerning developing problems? Did any group intentionally put out false information? Was it merely bragging, or were spokesmen attempting to lead police to prepare plans incorrectly? Did any group attempt to steal or compromise police plans?
20. Consider the quality of informants' information regarding potential CV. Are usually reliable informants in criminal investigations equally reliable when reporting on developing CV? Are they as willing to talk about the threat of CV as they are about clearly criminal action?
21. Did other law enforcement agencies pass their information to the department?
22. Submit your assessment and suggestions to the Chief.

Ways In Which CV May Develop

23. How confident are police that they know which weapons and tactics are available in the community to persons who might attempt to stir up or commit CV?
24. Have all weapons, instruction manuals, pamphlets, etc., collected during criminal investigations been examined for their relationship to possible collective violence? Have all indications of CV leads been referred to intelligence personnel? Can these procedures be improved?
25. Has knowledge of the tactics used by agitators been disseminated to all members of the department who may have to deal with them?
26. When gaps are found in the ability of the department to anticipate the modus operandi of groups who are known to favor violence, are steps taken to supply the missing information? Are other law enforcement agencies contacted?
27. Report your observations to the Chief of Police.

EVALUATION OF CONTROL

Evaluation of control operations, of course, begins while violence is still occurring. Based upon this type of evaluation, the Chief of Police and patrol commanders make decisions concerning the deployment and tactics of control forces. These considerations were mentioned in the "Operations for Control" section of this volume.

The type of evaluation which is discussed below begins after violence has ended and is intended to support decisions concerning changes in the organization, equipment, training and operational procedures of control forces.

The essence of the evaluation which follows control operations is the "after-action report." This report should be a detailed, overall description of the violence itself, the actions which police and other forces took to end the violence and the level of effectiveness which was achieved. The preparation of this overall report, in some departments, has been assigned to a single high ranking officer who is then responsible for compiling and supervising reports from patrol, intelligence, community relations and command personnel who were directly involved in control operations. Some departments have made such a task more efficient by instituting a separate evaluation unit— independent of all other operational units. This independent unit is designed to function at all times, but may be particularly important during CV operations when changes of misconduct are often levied against police.

In cases where very serious incidents of CV occur, evaluation of control operations by agencies outside of the law enforcement community may be necessary. In recent years, the bulk of collective violence has emanated from political issues. In such a context, the community and the entire nation need an in-depth view of the achievements of law enforcement agencies in dealing with CV. Many persons, including members of the mass media, the academic community, legislative bodies, etc., have attempted to produce such evaluations, and police have solicited other studies. Such investigations by persons outside of law enforcement may often assist police, and they may be accomplished by local groups or by persons from outside the jurisdiction. Many experts have worked extensively to understand collective violence, and many other persons representing public opinion discussion and thought may be available to evaluate serious outbreaks of CV.

Intelligence personnel can support the evaluation process at whatever level it is undertaken, by providing the kind of information discussed in the following guidelines.

Potential Locations of CV

28. Determine from contacts and undercover agents if any participants in the CV episode had chosen another or additional targets for CV. Attempt to determine if effective police action helped to prevent the violence from spreading into those areas.
29. Estimate whether the properties or areas which were damaged most severely formed any kind of pattern. If such a pattern exists, it may reflect the objectives of violent members of the crowd, some of whom may have been known beforehand to have declared the damaged areas as probable targets.
30. Which areas during the violence were centers for organized criminal activity? Arms caches, bomb construction areas, drilling areas, etc., may be identifiable. Some of these areas may fit in with estimates which were made before the violence occurred. Other areas may be complete surprises and will require further investigation.
31. Were any headquarters for violent activity discovered? Extremists in one case actually built fortifications by hardening walls (against police gunfire) and digging tunnels to be used as hiding places or escape routes. A headquarters may also resemble a business office with telephones, duplicating machines, files, etc.

Reasons for CV Potential

32. Was any clear connection observed between known grievances (such as poverty, price-gouging, racism, etc.) and the behavior of groups or leaders during the violence?
33. Did the violence seem to change in scope or intensity following public statements of local leaders? Did any sensational rumors feed the violence?
34. Did a number of persons seem to be acting as self-sacrificing fighters for a cause? Had any of these people been identified as extremists before the violence began?
35. Was the violence supported by propaganda in written flyers or pamphlets or in speeches? Can the sources of such propaganda be identified? Did the propaganda seem to be professionally designed and produced—thus indicating considerable financial investment?

Times When CV May Occur

36. Attempt to find out why the CV episode began when it did. Was there a planned time? Or was the outbreak the result of an uncontrolled acceleration of crowd behavior?

37. Were any warnings of the time of the outbreak or any specific violent events accurate? Were rumors of events about to happen communicated to intelligence personnel? Were these rumors investigated by intelligence personnel?

Persons Who May be Involved in CV

38. Determine from contacts, undercover agents, etc., who was involved in planning, inciting and committing violent acts during the CV episode. After the violence has subsided and reports are compiled and analyzed, it is often possible to get a more coherent idea of who was actually involved (especially the leadership). Report all additional or revised information on who was involved to the Chief. Such updated information is vital to evaluation.
39. The complete analysis of who was involved, including the names of groups, their leaders, number of people present, number actively violent, number of casualties (police and other citizens) and number of arrests (by charge) should be submitted to the Chief. This may be a separate report or may be combined with an after-action report from the overall field commander of control forces.

Ways in Which CV May Develop

40. Cooperate fully with the patrol commander when he prepares the after-action report. On the basis of observations made during the violence, report how police tactics were effectively (or ineffectively) matched to crowd and mob tactics.
41. Determine from contacts and undercover agents how effective any CV leaders considered their own tactics during the incident. In public, organizers or leaders of pro-violence groups usually claim success. Their real opinions may be different.

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I. INTRODUCTION

The Introduction is contained on pages 1-1 through 1-19 (B I) of
this volume.

II. INTRODUCTORY NOTES FOR PATROL COMMANDERS

Police officers who are in command of daily police patrol operations play an extremely important role in the prevention and control of collective violence. Such commanders are often in the best position to sense the problems of police in providing their services to the community and to evaluate the performance of individual policemen. Furthermore, patrol commanders are capable of monitoring, virtually on a minute-to-minute basis, the activities of police and providing rapid assistance when necessary.

In terms of planning and training, patrol commanders are, perhaps, the officers most capable of fitting personnel, equipment, communications and procedures together to produce a patrol organization which is effective in preventing and controlling CV. Attempts at planning and training a Tactical Patrol Force (TPF) and in preparing an Emergency Operations Manual and Plan will rely heavily on the operational expertise of patrol commanders.

When CV occurs, the patrol commander usually assumes the role of operational field commander of a part of the control forces or the entire force. At that point the most important duty of the commander is to assist other patrol officers in making the shift from individual to team effort.

Following violence, the patrol commander takes an active role in the evaluation of the personnel under his command. It is essential that the commander assess the performance of both individuals and his entire team. The patrol commander, accordingly, usually is heavily involved in the compilation of information to be included in the "after-action" reports which are submitted after CV control operations.

In most of the departments visited, the patrol commander had the rank of captain, chief of patrol or inspector. However in some localities, during some shifts, officers of other ranks function as the patrol commander. This volume is intended for those individuals (regardless of their rank) who are in command of patrol personnel.

III. PLANNING

Planning for prevention consists of all analyses and decisions undertaken by police to prepare operations which will reduce tension among normally nonviolent persons and to interrupt the potentially violent activities of persons who see violence as necessary or acceptable. Planning efforts include identification of needs, organization of action groups, formulation of prevention strategies, generation of tactics, selection and purchase of equipment and materials, and recruitment and training of personnel. Specific CV planning supplements a variety of police general orders, regulations and procedures which are inherent in routine police operations.

Planning for control includes all of the steps of planning for prevention, but is oriented toward preparing operations to restore order rapidly and to decrease the likelihood of further violence. Planning for control emphasizes the development of standard procedures which can be exercised swiftly and coordinated effectively. A recommended product of planning for control is an Emergency Operations Manual which prescribes Personnel, Intelligence, Operations, Logistics and Command and Control practices to be used during violent incidents. This manual is supported by all other police planning documents and procedures which are used by police during periods when CV is not occurring.

PLANNING FOR PREVENTION

Potential Locations of CV

1. From your assessment of the characteristics of the community, provide the Chief of Police with an estimate of the areas of the jurisdiction where the potential for violence is greatest. These will usually be the areas where hostility towards police is greatest and arrests are most frequent.
2. Based upon the characteristics of the potentially troublesome areas, develop plans for recruiting, training and operations that will help the police to better prevent violence. Bilingual officers and/or officers from minority groups may be needed. Extra training in family crisis intervention may be justified. Special assistance from community relations personnel may be required. Submit the plan to the Chief.
3. Evaluate the current complement of patrol personnel for their strengths and weaknesses in preventing collective violence. Devise a plan for exploiting and improving the strengths and fortifying the weaknesses.
4. Devise a plan (consisting of training and counselling) for emphasizing collective violence prevention to patrol personnel. Some officers may see some necessary prevention activities as outside the scope of police work since these activities may stress community development action and a "helping" relationship with citizens. Point out to them that the traditional law enforcement role of police, as well as the lives of policemen can probably be preserved only through such additional service to the community. Citizens other than police probably should be responsible for such preventive action. Those other citizens are not doing enough during the present period. If the role of professional police in a free society is to be preserved and improved, police for a time must learn some of the skills of social workers and counsellors as well as those of policemen.
5. Enlist the assistance of community relations and intelligence personnel in developing training for patrol personnel concerning the potential collective violence problems of specific areas of the jurisdiction.
6. Encourage patrol personnel to try to understand the problems of the overall jurisdiction, as well as those of specific neighborhoods. Such understanding does not imply that police enforce the law any less vigorously or that police must sympathize with criminal behavior. Rather, a full understanding of the social problems of a community may actually improve each officer's ability to perform his law enforcement and crime fighting duties.

Reasons for CV Potential

7. Encourage individual patrol members to broaden their appreciation of the community by taking courses given by the police department or by universities, colleges, or high schools.
8. Personal example is an effective method of encouragement. Develop an understanding of local social problems that can be used in the daily activities of the department. Take department courses in community relations and/or academic courses in related subjects if they are available.
9. Express the desire to wipe out racism or other prejudice within the department. Identify specific members of the patrol who continue to use racial or ethnic epithets, some of which may be directed to other members of the force. Counsel them that although these words may appear not "to bother anybody," they cannot help to eradicate prejudice either. Such behavior cannot be tolerated in any public service, especially the police force. In the same category belong references to stereotypes such as "hippies," "freaks," "weirdos," etc.
10. When men have been trained in courses dealing with the social problems of the community, formulate a plan for using their special skills.

Times When CV May Occur

11. Schedule manning levels to allow for the potential for violence at times identified by the Chief of Police, community relations personnel, intelligence personnel or by members of the patrol.
12. Develop a clear procedure for quick response to calls for coordinated police action to prevent public disorder. Make sure that all members of the force are aware of the procedure. Incorporate this procedure into the Emergency Operations Manual which is discussed before Guideline 19 below.
13. Develop a series of decision points for determining when to call for help involving more departmental manpower or for help from other law enforcement or National Guard organizations. Having such decision thresholds will help to prevent the use of emergency procedures when not warranted by the situation. Too frequent use of emergency procedures can ultimately result in police officers' underestimating the seriousness of emergency procedures.

Persons Who May be Involved in CV

14. Try to understand the goals, ideologies, and customs of all community organizations. In a non-violent confrontation with a group, "speaking their language" and understanding their motivations may help to encourage the group to disperse peacefully. Some confrontations can be avoided if police know the beliefs and behavior patterns of groups. Many young people will gather in public parks, for example, and become noisy or careless with food wrappers, bottles, etc. In most cases, they come not to antagonize anyone, but simply to enjoy the outdoors. If police challenge them to take care of the environment and respect the rights of others, they may respond favorably. On the other hand, if police incorrectly assume that they have come to cause trouble or violate the law, and greet them with tough language or rough treatment, the group may decide to actually make trouble.
15. Similarly, encourage patrol personnel to know as much as possible about the goals, ideologies and customs of community groups.
16. Estimate the number of men needed to control crowds of various sizes in various parts of the jurisdiction. This estimate is needed in making the decision to ask for manpower from other law enforcement agencies to assist in containing a situation.

Events Which May Lead to CV

17. Analyze the state of training among patrol personnel to determine what additional training is needed for dealing with group tension, especially at the scene of arrests or demonstrations that police might consider outrageous. Suggest needed training to the Chief of Police.
18. Review the adequacy of vehicles and communications devices that are available and that would be called into action in prevention of CV. Mobility and the efficiency of communications equipment is important in taking action to reduce tension. Suggest needed improvements to the Chief of Police.

PLANNING FOR CONTROL

Although many of the prevention guidelines (above) are clearly applicable to control planning as well, the following discussion specifically oriented to control planning should be considered.

Planning for control consists primarily of three major steps: (1) the development of a set of written operational procedures for use by the local department during crowd control and CV (these written procedures will be referred to as the Emergency Operations Manual and Plan); (2) the institution of a mutual aid

arrangement with other nearby law enforcement agencies; and (3) the design of a centralized, well equipped command center. Many police departments have achieved success with these three steps.

A discussion of the procedures to follow in preparing an Emergency Operations Manual or "ready book" is beyond the scope of this report, although the guidelines support such a manual. The preparation of a manual is described well elsewhere:

- Civil Disturbances and Disasters, Department of the Army, FM 19-15, March 1968.
- Staff Organization and Procedures, Department of the Army, FM 101-5, June 1968.
- Civil Disturbance Orientation Course Material, Department of the Army, the Military Police School, Fort Gordon, Georgia.
- Guidelines for Civil Disorder and Mobilization Planning, Smith and Kobetz.

The Emergency Operations Center (EOC) should be a secure, centrally located facility from which the commander of local or overall mutual aid forces can provide effective direction for all personnel. The EOC should include a situation map, a communication center, an operations center, an intelligence center, briefing rooms and offices. Arrangements must be made to provide space for any National Guard or other state officers who may establish headquarters. A more complete discussion of the EOC is included in the publications cited above concerning the Emergency Operations Manual.

The development of the mutual aid plan is usually the responsibility of the Chief.

The patrol commander's responsibilities in planning for control involve working with the Chief to insure that an effective "ready book" is developed; and being familiar with all such procedures and making certain that all men under his command are properly prepared to perform their duties.

Locations of CV

19. In those areas that are likely sites for CV, locate possible sites for use as police staging areas, command posts, access routes, etc. Review these areas, taking into account their geographical and structural characteristics. Make sure that all tactical plans can be implemented in these areas.
20. Planning for effective curtailment of police response and withdrawal from areas of violence can be just as important as mobilization planning.

Time Considerations in CV

21. Whenever an event approaches which has the potential for CV, prepare a schedule for relief of patrol personnel assigned to control operations if violence should occur. This schedule may be used, with slight modification, again and again.
22. Analyze the effects of various light and weather conditions on the usefulness of your equipment, materials, tactics, and personnel. Prepare alternative combinations of these resources which will be most effective at various times.
23. In coordination with intelligence personnel, consider the effects of daily, weekly and seasonal differences in personal and vehicular traffic. CV, during rush hours, or weekend nights, during conventions or tourist seasons might present special problems that you may be able to anticipate.

Persons Involved in CV

24. Estimate the number of men needed to control crowds of various sizes in various parts of the jurisdiction. Use the estimate in planning decisions of the following types:
 - a. The commitment of specially trained forces (such as a Tactical Patrol Force)
 - b. The commitment of all available personnel from within the department
 - c. The request of help from nearby law enforcement agencies
 - d. The request of the Chief of Police that he inform the local government that the National Guard should be readied or deployed.
25. Arrange for the interrogation of suspects arrested during CV as to the reasons for their participation. There may be legal problems involved in these interrogations so great care is needed. However, some prisoners probably will talk with officers.

Types of CV Events

26. Assure that the Emergency Operations Manual and other planning documents adequately cover the types of incidents that appear likely to produce CV.

27. Make inspections to determine if the unit and personal emergency equipment which is needed to execute plans is available and is maintained in a high state of readiness.
28. Include in the training program sufficient coverage of the tactics and equipment prescribed for control of CV in various plans.

Ways in Which CV Occurs

29. Consider the CV tactics that you have seen employed against the police, read reports and talk with patrol officers in other cities, to learn what CV tactics are being experienced elsewhere. Use this information to develop procedures and plans for the operations manual that will be effective against these tactics as well as in ongoing training for patrol personnel.

IV. TRAINING

Training for the prevention of CV consists of all efforts to prepare police for preventive operations. Training familiarizes police with underlying causes of tension in the community with local groups which exploit or increase tension, the ways in which violence develops, and the times and places where CV may occur. The goal of training is to prepare officers to recognize and reduce tension, detect approaching violence and thwart the attempt of individuals or groups to commit violence. Training for prevention of CV can be incorporated into police recruit training, and it can be given as supplemental training to experienced officers. A large number of universities, colleges and adult evening schools also support police training for prevention of CV with courses in the fields of sociology, psychology, and economics.

Training is clearly a responsibility of command. It is also clear that all police officers, including the patrol commander receive training. The discussion below will focus on the steps that the patrol commander should take to plan and provide training.

Although police at higher ranks may have a high level of professional expertise, opportunities for in-service or school training in both prevention and control of CV should be made available whenever time and budgetary constraints permit. Advances in law enforcement techniques are occurring at a rapid rate, and the problems which police are asked to address are increasing in number and complexity. In such an environment, all officers are likely to benefit from training.

TRAINING FOR PREVENTION

Potential Locations of CV

1. On orientation tours of neighborhoods for patrol personnel newly assigned to an area, point out the areas which have potential for CV, as well as those areas that are often centers of criminal activity. Avoid, when possible, the assignment of new patrolmen to potentially violent areas.

Reasons for CV Potential

2. Stress the role of police on patrol in working to decrease the reasons for violence, primarily by executing their duties in a well-planned, professional, courteous manner.
3. Discuss forthrightly the problem of prejudice and how it might be overcome. Emphasize that citizens (including police) can do absolutely nothing to re-write the past history of prejudice, and so no purpose is served by feeling guilty. All citizens can act now, however, to reduce prejudice in their own lives. One example of a way in which this subject might be brought to the attention of police is the statement which follows. "All people, it may be said, can be put into three groups:
 - a. Those who are prejudiced against certain groups, are proud of it, and by word and action strengthen their prejudice
 - b. Those who are prejudiced and refuse to try to change
 - c. Those who are prejudiced in some way, recognize it, and try every day to change, to reduce their prejudice in dealing with individuals or in considering their problems.

For policemen to be true professionals, they must be included in the third group. Anything else is unacceptable and dangerous to the community and to the police officers themselves."

4. Prepare some examples of how political leaders (non-violent and violent) have used the characteristics of a deprived area, a factory, or a campus as issues in building their political fame and power. Point out that this sort of campaigning can be done for clearly humanitarian reasons or for misguided reasons. In any case, political campaigns which emphasize the need for change in communities increase the level of tension. Police assist in the orderly process of change by maintaining public order and enforcing the law. Only the prevention of violence makes a rational, gradual approach to change workable.

5. Inform trainees that the conversations of citizens on the street, especially in crowds and when arrests are being made, can often indicate why citizens are angry. Police action often encourages people to complain about every dissatisfaction they have. Some dissatisfactions which are felt very deeply, if left unnoticed, they may increase tension. Police can note them and bring them to the attention of their superiors.
6. Discuss the desire and ability of organized conspiracies to perpetrate violence in the United States. Cite examples. Discuss, if security allows, the importance of any conspiratorial groups which may exist as a potential cause of violence in the local community. There is a danger, in this instance of exaggeration which may mislead trainees into overestimating the number and danger of conspiracies. State only the facts available on this topic.

Persons Who May Be Involved in CV

7. Advise patrol personnel to rely on other members of the force as much as possible when dealing with individuals or groups that seem to be leaning toward violence. Information available at the police station can be made available rapidly and effectively, via patrol car radio, to help patrol personnel in estimating the danger of a specific situation. The patrol commander can respond with instructions over the radio or with more manpower if he thinks a number of people in a group, or specific individuals, are likely to start trouble.

Ways in Which CV May Develop

8. Cite examples of ways in which crowds can be turned into mobs. Small groups can hand out small weapons (bags of feces, rocks, bottles, golf balls with nails in them, etc.). Speakers can use inflammatory language, point at police as examples of oppression, etc. Women may make abusive sexually-oriented remarks about police or other members of the crowd. Persons may attempt, by assaulting police, to have themselves arrested.

The patrol commander should relate these examples to the procedures for reporting and for controlling violence.

9. Alert patrol personnel against the tendency of police to start rumors before and during very tense situations.

TRAINING FOR CONTROL

Training for control consists of familiarizing police personnel with the Emergency Operations Manual and exercising the instructions contained in the Manual until proficiency is achieved. Police also require familiarity with various types of crowd control formations and with the kinds of threats which may be encountered during a violent incident. As opposed to training for daily police work which emphasizes individual judgment and action, training for CV control stresses coordinated, disciplined team work. Training in conjunction with other law enforcement agencies who are components of a mutual aid plan may be required. Some departments have provided special training for a small number of personnel, sometimes called a "Tactical Patrol Force." Training for control may also be supplemented by courses such as the Civil Disturbance Orientation Course (CDOC) given by the U.S. Army at Ft. Gordon, Georgia.

Locations of CV

10. During training sessions or roll-call briefings, describe the characteristics of particular area(s) which have a high potential for violence. Using available maps, explain how the procedures contained in the operations manual will be applied to the area(s) concerned.
11. If the training budget permits, have a field exercise in a mock-up of a disturbance area.

Reasons for CV

12. Help patrol members to understand why individuals in the community are likely to be involved in CV episodes. Teach them that some of the reasons may be very deep and lead to extreme violence. The only protection against such violence and the only effective way to end CV is organized, disciplined team work among police.

Persons Involved in CV

13. Instruct patrol personnel in ways to determine (a) the number of persons in a crowd, (b) their activities, and (c) the composition of the group, e.g., age, social and economic background, distinctive clothing, level of organization in movements, apparent level of discipline and training. During a disturbance, reports from patrol personnel about such factors may become important in assessing the danger of the situation, anticipating targets, etc.

Ways in Which CV Occurs

14. Describe the tactics to be used against persons who are breaking the law in various situations. Use after-action reports from other violent incidents to suggest how formations, arrest procedures, relief schedules, cooperation with citizens and leaders, and use of chemical agents and other weapons have proven useful in the past.
15. Insure that patrol personnel have been thoroughly trained in operational procedures.
16. Prepare training for patrol personnel which will familiarize them with the probable citizen actions which increase tension in a group. Make sure that the weapons and tactics of groups known to be potentially violent are included in the training, as well as all police responses to them which are available. Consider exercises in using various procedures and equipment which are available to the department.

V. OPERATIONS

Operations for prevention of CV include all efforts by police or encouraged by police to detect and reduce tension and to repel attempts at initiating violence. These operations include community relations, press relations, information collection, verification, processing and dissemination, street patrol, crowd control and various types of community services. Although some extraordinary actions may be required to prevent CV, most preventive efforts are part of daily police work.

Operations for control includes the deployment, movement, command, control and support of police officers to end violence, protect persons and property, restore order and preclude the recurrence of violence. During control operations, patrol, intelligence, community relations and command functions focus on curtailing violence while continuing to perform law enforcement and other services outside of the area of violence.

OPERATIONS FOR PREVENTION

Potential Locations of CV

1. Brief members of regular patrol on areas where CV is likely. Advise patrol members to use extra caution in making arrests and in taking other police action. When tension is high, and when feasible, plan arrests by warrant during early morning hours. Effect the arrest as quietly and as quickly as possible.
2. If potential for violence is known to be great, order patrolmen to report immediately all information indicating the possible development of violence. Monitor complaints and radio transmissions during the shift, especially during periods of high tension. Radio receivers, tuned to police car radio frequency can be kept on commanders' desks while they are performing administrative work. Remind officers responding to incidents or complaints in high-tension areas to be cautious. Order other officers to stand by when incidents occur in potentially violent areas.
3. Relay all newly obtained information on the subject areas from patrolmen to intelligence personnel.

Reasons for CV Potential

4. Tell members of patrol that whenever a crowd gathers, the potential for CV exists, especially in high-tension areas.
5. Remind patrol officers that hasty action and overreaction by police have contributed to CV in the past. Remind them to keep as calm as possible.
6. Remind the patrol officers to be aware of the historical, economic and social pressures in the community. Although they are not responsible, in most cases, for the development of these complex trends, the police can often do the most to correct them.

Times When CV May Occur

7. Remind patrolmen to be especially watchful for developing CV on weekends and weekend nights, and during other known periods of high tension.
8. Request assistance immediately following any incident involving police and large crowds of people. Maintain high level of readiness until information is found to indicate that the potential for CV is low.

9. Consult with intelligence personnel to determine what events are upcoming, their potential for violence, and at what times during the events violence is most likely to occur.
10. Plan alternative manning schedules for deploying men to handle various CV situations which may occur at times when police are needed for other duties.
11. Coordinate with traffic patrols to plan a traffic routing schedule to avoid congestion of private vehicles which might disrupt the movement of potentially violent crowds, police, or interrupt the flow of other services needed to control crowds.

Persons Who May Be Involved in CV

12. Inform patrolmen of the names and probable locations of all individuals in the area who are known to be members of groups which advocate violence, especially physical violence directed to police.
13. Advise patrolmen in each patrol area to be listening for the names of persons who are supposedly trying to increase the potential for violence. Citizens will talk about these people if they are sufficiently worried about the prospect of CV.

Events Which May Lead to CV

14. Inform all members of the patrol to watch for the most likely ways that violence could develop from each specific crowd situation. Also, based on intelligence reports, tell them which kinds of violence (some of which may be rumored) will almost definitely not occur.
15. Have ready the equipment and manpower which is appropriate for the potential CV situation, including the help of other law enforcement agencies and the National Guard.

Ways Which CV May Develop

16. Plan manning and formations to fit the most probable pattern of development of violence.
17. Inform patrol personnel of the level of danger of violence. Never exaggerate the potential for violence, since this will make the officers more concerned than necessary. Simply tell the patrol personnel whether they have special assignments, special gear, special areas of operation.

OPERATIONS FOR CONTROL

The control phase, in general, consists of implementing the Emergency Operations Plan and Manual, the Mutual Aid Plan, when necessary, and the supervision of the Emergency Operations Center. The guidelines which are presented below, therefore, are oriented toward some command (and liaison) activities which may be undertaken during control operations to insure that plans are executed effectively.

Locations of CV

18. Determine where patrolmen are most needed; avoid saturation patrols in quiet neighborhoods if animosity is apt to increase.
19. Modify beat and patrol assignments to provide needed coverage; utilize state police and National Guard assistance if available to supplement police patrols during CV.

Time Considerations in CV

20. Have patrolmen report as precisely as possible, activities of crowds which seem about to become violent.
21. Request assistance from reserve forces when things look like they might get out of hand, not after they are totally uncontrolled. The costs of requesting aid either unnecessarily or too soon is small compared to the personal injury and property losses that can result from collective violence.
22. Be alert to the situations in which the radio net is overloaded or the communication system appears to be overwhelmed. This is an indication of increased police activity and therefore might indicate that CV is out of control in a particular area.

Persons Involved in CV

23. In planning for announced mass gatherings, do not take the estimates of crowd size furnished by organizers at face value. They generally tend to overestimate the number of participants considerably. Check other sources. Try to determine which local and outside groups might participate.

Types of CV Events

24. Before committing forces and before briefing men, determine the exact nature of the disturbance. Exactly what is happening can be even more important than where it's happening or who's doing it. The unlawful nature of the group activity must be demonstrated and documented before police control action is appropriate.

Ways in Which CV Occurs

25. Determine how violent persons intend to achieve their objective. Such information is essential in order to formulate a specific plan of action, and to rapidly and firmly execute the plan.
26. Locate and protect any police, military or private, arms, equipment, and supplies which might be seized by violent persons if left unguarded.
27. Determine if snipers are apt to be used, and if so, station guards on all high buildings in the troubled area.
28. Patrolmen should be carefully briefed about how not to trigger riots: avoid confronting crowds; avoid use of maximum cruising speed and use of sirens the last two or three blocks before entering an area in patrol cars, particularly where hostile crowds have gathered; don't raise clubs or make any other bluff.
29. If the route of a planned protest march or parade is known, have patrol personnel keep watch for cars parked nearby that are known to belong to militants or appear suspicious. In some areas, militants have used this tactic to move weapons, bricks, and bottles on the scene. Also note nearby construction areas where bricks and other weapons may be obtained. Have cans filled with trash removed by the sanitation department.
30. Never assume that radio transmissions are not being monitored. If monitoring becomes a serious problem, consider the purchase of scramblers or UHF equipment. Some jurisdictions with American Indian policemen have used Indian dialects (e.g., Navajo) in the transmission of important messages when scramblers were not available.
31. Tactical units should make a maximum effort to maintain communications with the command post. Serious problems occur when officers become isolated or cut-off from the bulk of the force. If budget permits, equip all officers in tactical squads with portable radios.

32. A large show of force in response to a group disturbance may not always be a good tactic. With certain groups this will only arouse their hostility. Sometimes it is better to use the minimum number of police necessary to control the crowd. Do keep a strong force in reserve nearby which can respond quickly if necessary.
33. Use imagination in the implementation of riot control tactics. Trail bikes, scooters, and horses are often useful in pursuing small bands of rioters or splinter groups who might be able to elude police on foot. When armored vehicles have not been available, municipal dump trucks have provided protection for tactical units moving short distances. Dump trucks are also very difficult to overturn.
34. Stationing police behind demonstrators and in the crowd sometimes discourages rock throwing.

VI. EVALUATION

This section will discuss the ways in which the patrol commander can assist the Chief of Police in conducting assessments of prevention and control actions. Evaluation is undertaken to determine how well police are conforming with prescribed procedures and how effective their actions are. Inadequacies will indicate the need for an increase or reordering of operations.

The evaluation function is a responsibility of command. The Chief of Police may delegate the task of evaluation to a Deputy Chief, to a separate internal review section, to a strategic intelligence or community relations unit or to another high-ranking officer. In smaller departments, or as needed, the Chief may perform the evaluation on his own.

Each policeman should make an evaluation of his own performance. Any inadequacies should be identified, with no implication of fault or guilt necessary. Supervisory and command personnel should also evaluate the capabilities of their subordinates without implying the necessity of assessing blame or prescribing punishment. Improvement in performance is the primary objective of evaluation.

EVALUATION OF PREVENTION

Evaluation of any preventive activity in CV is always difficult, because when problems do not become acute, there is usually little solid evidence that CV would have occurred if police had not intervened effectively. The evaluation criteria listed below, therefore, are numerous, and although each is related to tension in the community, estimates of a small number of them will probably suffice for evaluation of the prevention activities of most departments.

Recently, many departments have developed and implemented "Management Information Systems (MIS)." These systems, which emphasize rapid storage, retrieval and dissemination of accurate data, would be very compatible with the evaluation criteria mentioned below.

Suggested Evaluation Criteria

1. When violence does not occur at the scene of a crowd, police performance may be judged entirely successful if:
 - a. Patrol commander(s) made a decision concerning deployment of forces to the scene and prepared a contingency plan for further deployment
 - b. Patrol commander notified and coordinated internal support functions including communications and traffic patrols.
2. In order to appraise the ability of the department to detect rising tension, the following information is required:
 - a. The ability of patrol commanders to increase community information collection by patrol personnel
 - b. The ability of patrol commanders to increase the accuracy and completeness of reports of community developments which are submitted by patrol personnel
 - c. The ability of patrol personnel to perform their law enforcement role without denying their own dignity or that of citizens.
3. The attitudes and behavior of citizens in dealing with police indicate to some extent the effectiveness of attempts by police and other citizens to reduce tension in the community.

Some of the indicators of citizen attitude which police can estimate directly are:

- a. Number of physical attacks on policemen in view of other citizens (in a year or month)
 - b. Number of physical attacks on police vehicles or other property
 - c. Number or reported cases of resistance to arrest
 - d. Number of reports of police brutality (accurate reports, reports that are exaggerated because of emotion, reports that are inaccurate and deliberate lies)
 - e. Number of anti-police demonstrations
 - f. Number of physical attacks on other public servants (especially firemen) or employees of utilities, or on their vehicles or property
 - g. Number of citizens who support activity or participate in the activities of groups who preach hatred of police or of other groups
 - h. Number of instances of verbal abuse of police in the performance of their duties or as private citizens.
4. Some other measures will be ambiguous. It may be difficult to separate increased indications of trouble from the increased willingness of people to help police by reporting. Some examples of ambiguous responses from the people are:
 - a. Number of complaints made to police about public services. These may indicate greater dissatisfaction with local government. On the other hand, increased reporting may also indicate improved reliance on the police and on local government of correct local conditions.
 - b. Number of youths who ask for police help, especially in schools, in order to solve personal problems or to reduce the severity of criminal prosecution for minor offenses. Increases in this number are probably a favorable indication because they imply that the police are gaining the confidence of youth.

- c. Number and intensity of rumors reported to police. These should be expected to increase when a rumor control center is established. Thereafter, the number of rumors should level off until tension increases.
- d. Number of complaints of police corruption or incompetence. The tone and accuracy of these reports will indicate their value. If most of the complaints appear to be highly emotional or deliberately false, tension is probably increasing. If most of the reports are correct, or at least plausible, citizens are probably displaying their confidence that police are interested in improving the department.

Potential Locations of CV

- 5. Appraise the ability of the patrol force to accomplish its law enforcement and community service roles in each area of the command. In considering areas where difficulties have arisen or persist, take into account the number and level of training of police personnel who work in those areas.
- 6. Report to the Chief of Police your assessments of police efforts and citizen response to police action.

Reasons for CV Potential

- 7. Assess changes in the community which have been reported by patrol personnel. Has verbal abuse of police become less frequent or less intense? Has the quality of public services such as sanitation, road maintenance, or recreation changed? Have the police helped, and have they been given credit for assisting, in community improvements? Have the most violence-prone militant groups gained or lost members or community support?
- 8. Can all patrol personnel perform their duties effectively in a social and economic environment which has some potential for CV? Is additional training for patrol personnel necessary, or should the emphasis of police operations be placed on better community relations or intelligence? Are patrol personnel actively reporting community problems other than illegal activity?
- 9. Report the results of the evaluation to the Chief.

Times When CV May Occur

- 10. Consider how quickly patrol personnel make reports about apparent trouble developing in the community. Police officers, after trouble has already developed, should never say things like "I could have told you" or "Nobody ever asked me." The goal is to achieve a level of interest in every officer which motivates him to report his observations of the community "atmosphere" promptly.
- 11. Does information gathered by detectives and intelligence personnel always arrive on time for patrol personnel to take effective action to prevent CV? Is there time for briefings, reviews of plans and rehearsals? Could dissemination of information be improved by new standard procedures or by more personnel coordination between the patrol commander and intelligence personnel?
- 12. Would communications equipment such as a teletype in every patrol car greatly increase the ability of police to prevent CV?
- 13. Report your appraisal and recommendations to the Chief.

Persons Who May be Involved in CV

- 14. Do patrol personnel know the names and probable locations of persons and groups who may attempt to cause CV? Do patrol officers know their insignia, their vehicles, and the likelihood of their carrying weapons?
- 15. Do patrol personnel know the goals and programs of dissident groups who are opposed to violence? Such understanding might prevent violence from developing out of minor confrontations.
- 16. Does the patrol commander remind patrol officers of dangerous individuals (relative to CV) during roll-call briefings?
- 17. Would greater detail concerning such individuals be more helpful to patrol members if intelligence officers could provide it?
- 18. Report observations and suggestions to the Chief of Police.

Events Which May Lead to CV

- 19. Consider which types of potential CV are the most difficult for police to handle. Have patrol members achieved a high level of readiness for handling demonstrations, confrontations, and individual arrests in high-tension areas?

20. Have patrol personnel developed the ability to correctly assess the level of threat of violence in a group? Have any individual officers become highly competent in sizing up a crowd situation so that when a crowd is expected to be peaceful, they can be assigned to watch the crowd alone, or with just a few other officers? Some departments have found that a few highly trained men are less threatening to a crowd than a large number, and are less likely to antagonize groups or present them with targets for verbal or physical abuse.

Ways in Which CV May Develop

21. Was all available intelligence information on weapons and tactics of potentially violent groups or persons communicated to patrol personnel through the patrol commander?
22. Were patrol personnel able to react to the threats that were presented without personal injury to themselves or to others? Would additional planning, training, or equipment have helped?
23. Report your findings and recommendations to the Chief of Police.

EVALUATION OF CONTROL

Evaluation of control operations, of course, begins while violence is still occurring. Based upon this type of evaluation, the Chief of Police and patrol commanders make decisions concerning the deployment and tactics of control forces. These considerations were mentioned in the "Operations for Control" section of this volume.

The type of evaluation which is discussed below begins after violence has ended and is intended to support decisions concerning changes in the organizations, equipment, training and operational procedures of control forces.

The essence of the evaluation which follows control operations is the "after-action report." This report should be a detailed, overall description of the violence itself, the actions which police and other forces took to end the violence and the level of effectiveness which was achieved. The preparation of this overall report, in some departments, has been assigned to a single high-ranking officer who is then responsible for compiling and supervising reports from patrol, intelligence, community relations and command personnel who were directly involved in control operations. Some departments have made such a task more efficient by instituting a separate evaluation unit—independent of all other operational units. This independent unit is designed to function at all times, but may be particularly important during CV operations when charges of misconduct are often levied against police.

In cases where very serious incidents of CV occur, evaluation of control operations by agencies outside of the law enforcement community may be necessary. In recent years, the bulk of collective violence has emanated from political issues. In such a context, the community and the entire nation need an in-depth view of the achievements of law enforcement agencies in dealing with CV. Many persons, including members of the mass media, the academic community, legislative bodies, etc., have attempted to produce such evaluations, and police have solicited other studies. Such investigations by persons outside of law enforcement may often assist police, and they may be accomplished by local groups or by persons from outside the jurisdiction. Many experts have worked extensively to understand collective violence, and many other persons representing public opinion, discussion and thought may be available to evaluate serious outbreaks of CV.

The patrol commander can support the Chief in the evaluation process by providing complete information in his "after-action reports." The following guidelines discuss the kinds of information that should be included.

Locations of CV

24. Determine if any areas presented problems that police could not deal with successfully. Did the lack of success result from lack of police capability; or, were the needed police resources available but not at the problem area on time?

Reasons for CV

25. Consider the nature of resistance to police control efforts. Did a number of people fight police even after their anonymity was taken away? This would indicate a high level of anger, dedication, or desire to "show-off."

Time Considerations in CV

26. Were patrol personnel effective in controlling violence during hours when traffic normally peaks or when crime tends to increase? Did darkness greatly affect the ability of police to respond?
27. Was the rotation of police schedules accomplished without overtaxing the capabilities of individual patrol personnel?
28. Did the department and other agencies mobilize within an acceptable length of time? Were emergency notification procedures within the department and between the department and other agencies effective?

29. Did intelligence personnel inform the patrol commander of all available information indicating the development of violence before the outbreak? Or was information held back or "lost" until violence had begun?

30. Were back-up manpower, equipment and material delivered to patrol personnel rapidly?

Persons Involved in CV

31. In the after-action report, include all available information on the CV participants and group or mob leaders. Be alert for any new information on the identification or "actual" versus "apparent" leaders of the action.

32. Did patrol officers utilize field interrogation forms and pass along any information? Were correct arrest procedures followed which preserved evidence that would be admissible in court?

Ways in Which CV Occurred

33. From observations and reports from patrol personnel and others, rate the performance of police in combatting the various weapons and tactics which violent persons employed during the incident.

34. Did police communications or command and control falter or break down during the disturbance? Did radio traffic become so undisciplined that control seemed to be breaking down? Did the formations used during the CV incident allow all officers to maintain contact with the commander? Did the liaison with other law enforcement agencies result in effective coordination of activities?

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I. INTRODUCTION

The Introduction is contained on pages 1-1 through 1-19 (TAB I) of this volume.

II. INTRODUCTORY NOTES FOR PATROL PERSONNEL

With regard to CV, patrol officers bear the brunt of clear and open threats to the peace. Because of the nature of their law enforcement duties, individual officers must, periodically, take effective action in situations which have the potential for violence. After violence has broken out, it will be the patrol officers who are most likely to become the first targets of verbal abuse and physical assault.

Because of these aspects of the patrol officer's assignment, he knows firsthand the real problems of dealing with tension. Accordingly, patrol personnel can provide a positive input to police planning and training by outlining the practical needs of patrol personnel. Similarly, patrol officers can provide personal evaluations of training, equipment and procedures which the department has adopted for prevention and control of CV.

Patrol officers perform, to some degree, duties which are similar to those of intelligence and community relations personnel. Readers of this volume may be interested in the guidelines included in other volumes of this series, especially Volume II, Community Relations Personnel and Volume III, Intelligence Personnel.

III. PLANNING

Planning for prevention consists of all analyses and decisions undertaken by police to prepare operations which will reduce tension among normally nonviolent persons and to interrupt the potentially violent activities of persons who see violence as necessary or acceptable. Planning efforts include identification of needs, organization of action groups, formulation of prevention strategies, generation of tactics, selection and purchase of equipment and materials, and recruitment and training of personnel. Specific CV planning supplements a variety of police general orders, regulations and procedures which are inherent in routine police operations.

Planning for control includes all of the steps of planning for prevention, but is oriented toward preparing operations to restore order rapidly and to decrease the likelihood of further violence. Planning for control emphasizes the development of standard procedures which can be exercised swiftly and coordinated effectively. A recommended product of planning for control is an Emergency Operations Manual which prescribes Personnel, Intelligence, Operations, Logistics and Command and Control practices to be used during violent incidents. This manual is supported by all other police planning documents and procedures which are used by police during periods when CV is not occurring.

CONTINUED

2 OF 3

Planning for Prevention

PLANNING FOR PREVENTION

Potential Locations of CV

1. Respond to all questions from the patrol commander concerning political, social and economic problems you have observed in certain areas of the jurisdiction in which you work.
2. Think of ways that a policeman on patrol is threatened by these problems, how the threats can be reduced, how changes in police procedures might help to reduce the threats and even reduce the problems. Suggest these to the patrol commander, or to community relations personnel.

Reasons for CV Prevention

3. One of the most effective ways of preventing collective violence is to try to understand the community and its problems. If there is poverty, why does it continue? If racism, why? Why do youths join gangs? Thinking about these and similar questions may help you do your job better.
4. Prejudice against individuals because they belong to certain groups is a problem which has led to violence all over the world. War in India and Pakistan, rebellion in Northern Ireland, and city and campus violence in America have been fostered by prejudice. Without any knowledge at all, some people call all policemen "pigs." Some policemen, without any knowledge of individuals with long hair, refer to all such persons as "hippies"—or worse. Police can begin to reduce this problem by trying to eliminate their own prejudices.
5. Many police departments, all universities and colleges, and some high schools offer programs in community relations, human relations, sociology and other courses related to human behavior. Police can begin to eliminate prejudice and improve their ability to prevent collective violence by participating in these courses. Some departments can afford to pay for the courses. Some schools have special funding arrangements for policemen.

Times When CV May Occur

6. Inform the patrol commander, intelligence personnel or community relations officers of upcoming events in the community as discussed with citizens while on duty or with family members and acquaintances off duty. Information obtained during informal or friendly contacts may be of potential value to your superiors.

Persons Who May be Involved in CV

7. Watch the newspapers and other media and listen to citizens in the community to identify various potentially violent individuals and groups that may be encountered during regular patrols. The more that policemen on the street know about such persons and groups, the better is the chance that policemen can talk them out of causing disruption.

PLANNING FOR CONTROL

Although many of the prevention guidelines (above) are clearly applicable to control planning as well, the following discussion specifically oriented to control planning should be considered.

Planning for control consists primarily of three major steps: (1) the development of a set of written operational procedures for use by the local department during crowd control and CV (these written procedures will be referred to as the Emergency Operations Manual and Plan); (2) the institution of a mutual aid arrangement with other nearby law enforcement agencies; and (3) the desing. of a centralized, well equipped command center. Many police departments have achieved success with these three steps. Patrol personnel can support the planning effort by providing to their commander the kind of information discussed in the following guidelines.

Locations of CV

8. Become familiar with the areas of the local jurisdiction that are likely sites for CV. Learn street names, locations of key structures, and potential hiding places for weapons and violent persons.

Reasons for CV

9. Try to imagine yourself in the position of having to control violence which arises from specific kinds of controversies. Think of ways that you can develop your ability to deal with all kinds of violence with the same professional attitude.

IV. TRAINING

Training for the prevention of CV consists of all efforts to prepare police for preventive operations. Training familiarizes police with underlying causes of tension in the community with local groups which exploit or increase tension, the ways in which violence develops, and the times and places where CV may occur. The goal of training is to prepare officers to recognize and reduce tension, detect approaching violence and thwart the attempt of individuals or groups to commit violence. Training for prevention of CV can be incorporated into police recruit training, and it can be given as supplemental training to experienced officers. A large number of universities, colleges and adult evening schools also support police training for prevention of CV with courses in the fields of sociology, psychology, and economics.

Although police at higher ranks may have a high level of professional expertise, opportunities for in-service or school training in both prevention and control of CV should be made available whenever time and budgetary constraints permit. Advances in law enforcement techniques are occurring at a rapid rate, and the problems which police are asked to address are increasing in number and complexity. In such an environment, all officers are likely to benefit from training.

TRAINING FOR PREVENTION

Potential Locations of CV

1. Remind newly assigned police officers, especially new patrolmen, to be cautious in areas of the jurisdiction which experience has shown to be potentially violent.

Reasons for CV Potential

2. Develop the habit of eliciting the views of other police officers on reasons why groups or individuals are hostile to police or other citizens. Since each policeman is different, each has a unique contribution to make to such discussions.

Persons Who May be Involved in CV

3. Remind other patrol personnel that certain groups and individuals are hostile to police, that others are willing to help, and that most people, if accorded dignified treatment, will not attempt to obstruct lawful police action.

Ways in Which CV May Develop

4. Provide to training personnel and/or trainees examples from experience of antagonistic behavior of members of crowds. Describe to them how reports and correct police action have worked to prevent or effectively control violence.

TRAINING FOR CONTROL

Training for control consists of familiarizing police personnel with the Emergency Operations Manual and exercising the instructions contained in the Manual until proficiency is achieved. Police also require familiarity with various types of crowd control formations and with the kinds of threats which may be encountered during a violent incident. As opposed to training for daily police work which emphasizes individual judgment and action, training for CV control stresses coordinated, disciplined team work. Training in conjunction with other law enforcement agencies who are components of a mutual aid plan may be required. Some departments have provided special training for a small number of personnel sometimes called a "Tactical Patrol Force." Training for control may also be supplemented by courses such as the Civil Disturbance Orientation Course (CDOC) given by the U.S. Army at Ft. Gordon, Georgia.

Locations of CV

5. During training sessions and roll-call briefings, pay special attention to determining where CV is likely to spread. Use special precautions when in these areas—see "Operations for Prevention", page 5-2.

Persons Involved in CV

6. Learn to identify specific individuals or groups of individuals who frequent your patrol area. This skill will enable you in a CV situation to provide command personnel with information on who is involved in the activity.
7. Learn the names, uniforms, characteristics and members' identity, when possible, of groups that are likely to become involved in CV. Each group has different rules and standards of behavior. Police knowledge of opponents will increase police ability to anticipate violence, and the use of firearms and other weapons.

V. OPERATIONS

Operations for prevention of CV include all efforts by police or encouraged by police to detect and reduce tension and to repel attempts at initiating violence. These operations include community relations, press relations, information collection, verification, processing and dissemination, street patrol, crowd control and various types of community services. Although some extraordinary actions may be required to prevent CV, most preventive efforts are part of daily police work.

Operations for control includes the deployment, movement, command, control and support of police officers to end violence, protect persons and property, restore order and preclude the recurrence of violence. During control operations, patrol, intelligence, community relations and command functions focus on curtailing violence while continuing to perform law enforcement and other services outside of the area of violence.

OPERATIONS FOR PREVENTION

Potential Locations of CV

1. In areas of potential violence, be especially careful to report all actions, even routine actions, accurately and fully. The exact locations and the reasons for police actions are most important. When stopping a car for speeding, the license number and description of the car are noted. From the description of the car, for example, the patrol commander or intelligence personnel may know that the driver is known to be dangerous to policemen.
2. When taking action, such as making an arrest in a crowded area, be prepared to receive verbal abuse and complaints from bystanders. Although these comments are unfair and distasteful, they seldom indicate that physical violence is about to begin. In an area that has a high potential for violence, policemen can do their best work by listening to abuse, noting who is saying it, and pushing on with the task at hand. Attempting defense or retaliation against the shouts of the crowd is almost always useless and distracting and may actually increase the potential for violence.
3. Report all incidents of verbal abuse (or attempted physical abuse) to the patrol commander. If a number of such incidents take place in an area, the patrol commander may suggest that more police attention, especially community relations efforts, be devoted to the area. Try to give the location and identity of the people who were offering the complaints or abuse. The words they used, or the clothes they wore, may also be important, because political groups often talk a "party line" or wear a distinctive uniform.
4. Any information that is too voluminous to be reported over the radio should be turned in at the end of the shift. Although time always puts pressure on police report writing, the importance of reporting all information from potentially violent areas cannot be overemphasized.
5. If you are uncertain of potentially important information, or if security of information is an important consideration, use a regular telephone to report. Misinformation or highly volatile information can lead to rumors which may increase the potential for violence, since many newspapers and private citizens monitor police calls.
6. When the presence of a bomb is suspected in any area, report it over the telephone in order to maintain the security of the information. Also, bombs can be designed to explode when they receive a signal transmitted on the police radio frequency.

6. Make extra contact with citizens whenever possible, especially in areas with high violence potential. In conversation with you, they will often reveal their feelings about what is wrong with police and other public services in the area.
7. Make a list of the most violence-prone buildings, street corners, and blocks in the patrol area. Check on these places repeatedly. Report any new information about these places to intelligence personnel.
8. Be watchful for trash piling up around or behind buildings and construction sites and for the accumulation of bricks and other materials on roofs. Piles of trash can be used in a violent situation as a means of starting fires. Abandoned cars can be used for the same purpose. The trash and bricks can also be picked up and thrown at cars and police. Report to community relations personnel the location of any such debris.
9. Provide community relations personnel with all information about trouble spots in violence-prone areas. Community relations can often neutralize the trouble spots and make the policeman's job safer and the potential for violence lower.
10. Respond to requests from community relations officers or from citizens to meet with citizen organizations in high tension areas. This helps the people to understand policemen. It also enables policemen to identify persons in the community who are trying to help police or at least trying to understand them. Such citizens may prove very helpful in preventing a minor incident from becoming a major outbreak of violence.
11. Make frequent inquiries of filling stations in potentially violent neighborhoods for any increase in individuals buying gasoline in containers.

Reasons for CV Potential

12. Note the development of groups of people on streets, playgrounds, at entrances to buildings, etc. As part of routine patrol, try to find out why the group has gathered. Stop and talk to some members of the group and listen very carefully to what they say. When the reason for the gathering of the crowd is known, take appropriate action. Report to patrol commander.
13. When responding to a call for assistance from another officer or from citizens in a crowd, exercise caution when arriving at the scene. Find out exactly what is going on and why you were called before taking action. Uninformed action has contributed to the development of CV in some cases.

14. Make citizen contacts whenever possible. Continual demonstration of police interest in the community will improve the image of the department. Try to understand the viewpoint of the citizens toward the police and society. Although you may disagree with this viewpoint, your understanding of the people will help you every day, especially when the potential for violence increases.
15. Those who oppose the police, the law and civility will try to taunt the police into overreacting. Usually, they are trying to show off their "courage," "toughness," or "militance" in front of their friends. By listening to them, and talking with them, police provide each person with a chance to strengthen his position within his own group.

Times When CV May Develop

16. Be aware that CV can break out at any time, especially when a crowd has gathered on weekend nights.
17. Inform the patrol commander whenever you make, or plan to make, an arrest in a crowd. Always be prepared to call for help whenever you are uncertain that your actions alone will be sufficient to handle the situation.

Persons Who May be Involved in CV

18. Inform the patrol commander of the names of persons whom citizens identify as members of potentially violent groups. Never assume that the police department already knows about these people.
19. Know the names and faces of as many members of potentially (or actually) violent groups as possible. Although these people must be treated as fairly as other citizens, exercise extreme caution when dealing with them. They may physically attack policemen, attempt to draw them into a shoot-out, or they may try to provoke police to unrestrained action—especially in crowded areas.

Events Which May Lead to CV

20. Don't act as if every crowd is going to turn into a mob. A policeman who acts in a calm professional manner in a crowd (even a hostile one) helps to break down the anti-police prejudice which some people may have.
21. If you observe any violence, report it as accurately as possible. Describe the numbers of people involved, where they acted, where they went, and what they did.

Ways in Which CV May Develop

22. Because the police response to CV requires a disciplined team effort, the more that individuals or groups seem to be tending toward violence, the more the officer on patrol must prepare himself to shift from the role of individual policeman to the role of police team member.
23. When observing crowds, watch for small groups attempting to block foot or vehicular traffic. Others may be attempting to break windows. Others may be throwing rocks, bottles or sticks. Any of these actions, especially those involving property damage and missile-throwing, can lead directly to violence. Report them as quickly as possible.

OPERATIONS FOR CONTROL

The control phase, in general, consists of implementing the Emergency Operations Plan and Manual, the Mutual Aid Plan, when necessary, and the operation of the Emergency Operations Center.

For patrol personnel, the control phase involves applying many of the procedures and tactics learned during training. Patrol personnel should, in addition to performing their assigned duties, be alert to the kind of information described in the following guidelines.

Locations of CV

24. Inform patrol commander of places that may require additional coverage, i.e., where additional or renewed outbreaks are occurring.

Reasons for CV

25. Listen to determine why CV is occurring. Do not evaluate the validity of the citizens' grievances. Right or wrong, they are the reasons the individuals are acting in a violent, illegal way.
26. It is important that precise information be passed up through the channels. Report exactly what you heard or saw.
27. Don't underestimate your own opinions with regard to the "why" of CV in an area. Don't forget that you may know the people and the neighborhood better than any other law enforcement officer. However, when you relate an opinion or a hunch, be sure that it's clearly identified as your interpretation, not a fact.

28. Attempt to determine why individuals are participating actively in active CV events. Look for individuals who are encouraged by the anonymity offered by the crowd—those with a "mob attitude." Such individuals may do things that they would not normally do. If possible, let them know that you have spotted them personally. Also look for individuals who are motivated by the possible economic gain from looting in the situation.

Persons Involved in CV

29. Find out who is actively involved in the on-street activity and estimate how many individuals are involved. Report their descriptions (and names, if known) to the patrol commander.
30. Identify individuals who tend not to participate in the violent activities. This type may be important in assisting control operations. Tell the patrol commander.

Ways in Which Violence Occurs

31. Report to your commander the exact nature of group and individual activities in the troubled area(s). Are groups merely milling about, or do they seem to be moving toward a building or toward other persons who may become targets of an assault? Look and listen carefully. Information of this type is vital.

VI. EVALUATION

This section will discuss ways in which patrol personnel can support the Chief of Police in conducting assessments of prevention and control actions. Evaluation is undertaken to determine how well police are conforming with prescribed procedures and how effective their actions are. Inadequacies will indicate the need for an increase or reordering of operations.

Each policeman, including the Chief, should make an evaluation of his own performance. Any inadequacies should be identified, with no implication of fault or guilt necessary. Supervisory and command personnel should also evaluate the capabilities of their subordinates without implying the necessity of assessing blame or prescribing punishment. Improvement in performance is the primary objective of evaluation.

EVALUATION OF PREVENTION

Evaluation of any preventive activity in CV is always difficult, because when problems do not become acute, there is usually little solid evidence that CV would have occurred if police had not intervened effectively. The evaluation criteria listed below, therefore, are numerous, and although each is related to tension in the community, estimates of a small number of them will probably suffice for evaluation of the prevention activities of most departments.

Recently, many departments have developed and implemented "Management Information Systems (MIS)." These systems, which emphasize rapid storage, retrieval and dissemination of accurate data, would be very compatible with the evaluation criteria mentioned below.

Suggested Evaluation Criteria

1. When violence does not occur at the scene of a crowd, patrol personnel performance may be judged successful if:
 - a. Patrol personnel followed orders of patrol commander and maintained discipline and personal dignity
 - b. Patrol personnel maintained orderly and timely communication with each other and with command personnel.
2. In order to appraise the ability of the department to detect rising tension, the following information is required:
 - a. The number of community leaders with whom police community relations officers have contact, especially in dangerous areas
 - b. The number of community leaders who refuse to assist police
 - c. The number of community leaders who encourage others to thwart police efforts
 - d. The ability of patrol personnel to perform their law enforcement role without denying their own dignity or that of citizens.
3. The attitudes and behavior of citizens in dealing with police indicate to some extent the effectiveness of attempts by police and other citizens to reduce tension in the community.

Some of the indicators of citizens attitude which police can estimate directly are:

- a. Number of physical attacks on policemen in view of other citizens (in a year or month)
 - b. Number of physical attacks on police vehicles or other property
 - c. Number of reported cases of resistance to arrest
 - d. Number of reports of police brutality (accurate reports, reports that are exaggerated because of emotion, reports that are inaccurate and deliberate lies)
 - e. Number of anti-police demonstrations
 - f. Number of physical attacks on other public servants (especially firemen) or employees of utilities, or on their vehicles or property
 - g. Number of citizens who support activity or participate in the activities of groups who preach hatred of police or of other groups
 - h. Number of instances of verbal abuse of police in the performance of their duties or as private citizens.
4. Some other measures will be ambiguous. It may be difficult to separate increased indications of trouble from the increased willingness of people to help police by reporting. Some examples of ambiguous responses from the people are:
 - a. Number of complaints made to police about public services. These may indicate greater dissatisfaction with local government. On the other hand, increased reporting may also indicate improved reliance on the police and on local government to correct local conditions.
 - b. Number of youths who ask for police help, especially in schools, in order to solve personal problems or to reduce the severity of criminal prosecution for minor offenses. Increases in this number are probably a favorable indication because they imply that the police are gaining the confidence of youth.
 - c. Number and intensity of rumors reported to police. These should be expected to increase when a rumor control center is established. Thereafter, the number of rumors should level off until tension increases.

Potential Locations of CV

5. Evaluate each area covered during patrol to determine if any problems exist for policemen, and if police-community relationship is improving, or worsening. Think of ways that progress might be made, perhaps by acquiring new equipment or developing new methods.
6. Report your evaluation to the patrol commander when requested.

Reasons for CV Potential

7. Evaluate personal success in attempting to understand the basic problems of the patrol area. What would improve this understanding? Would citizen contact help? Do you deal effectively with persons of all races, ethnic groups and age groups and with social "drop-outs"? What would be the first thing you would like to do to improve your performance in neighborhoods that are somewhat threatening to police? Consider acquiring new skills through training, different equipment (such as a teletype in a patrol car) or working with other police in pairs or teams.
8. Estimate changes you have noticed over the last year or six months in areas that you have covered on patrol. Are citizens becoming more interested in helping the police to fight crime or to improve traffic safety? Are the people less afraid of crime? Have gangs or other groups that favor violence declined in membership or activity? Do the people seem to be more satisfied that the local government is trying to provide good education, recreation, sanitation and street maintenance in their neighborhood? If there have been any improvements, how did the police help?
9. Talk all of these questions over with fellow officers as necessary. Your views alone or in combination with others may prove helpful to the whole department.
10. Report your opinions and observations to the patrol commander.

Times When CV May Occur

11. If trouble with crowds or abusive individuals begins to occur frequently in an area, is this communicated to the patrol commander and to other patrol officers? Do patrol officers mention problems of the community to the patrol commander as soon as possible? Are community relations officers kept informed? Some information which may, on its surface, seem unimportant, may be very useful if reported quickly.
12. Report your opinions on these questions to the patrol commander.

Persons Who May be Involved in CV

13. How confident are you that you can recognize groups or persons who may actually attempt to start CV or to attack police in the performance of their duty?
14. Do you know which people, if needed, are likely to help police moderate tension?
15. Do you want or need more detailed information concerning local individuals or groups?
16. Report your evaluation to the patrol commander.

Events Which May Lead to CV

17. Assess your ability to make arrests in crowds and to guard athletic events or any demonstrations that you have worked. What kinds of things are you worried about at those times? Can any new equipment, training, crowd handling or communications techniques reduce your concern?
18. Make your suggestions to the patrol commander.

Ways in Which CV May Develop

19. From your experience, which tactics of potentially violent groups were most difficult to handle? Did you have any knowledge of them ahead of time? Did police deal with them in such a way that CV was prevented? How could you or other officers have improved performance?
20. Report all especially difficult problems to the patrol commander.

EVALUATION OF CONTROL

In cases where very serious incidents of CV occur, evaluation of control operations by agencies outside of the law enforcement community may be necessary. In recent years, the bulk of collective violence has emanated from political issues. In such a context, the community and the entire nation need an in-depth view of the achievements of law enforcement agencies in dealing with CV. Many persons, including members of the mass media, the academic community, legislative bodies, etc., have attempted to produce such evaluations, and police have solicited other studies. Such investigations by persons outside of law enforcement may often assist police, and they may be accomplished by local groups or by persons from outside the jurisdiction. Many experts have worked extensively to understand collective violence, and many other persons representing public opinion, discussion and thought may be available to evaluate serious outbreaks of CV.

Evaluation of control operations, of course, begins while violence is still occurring. Based upon this type of evaluation, the Chief of Police and patrol commanders make decisions concerning the deployment and tactics of control forces. These considerations were mentioned in the "Operations for Control" section of this volume.

The type of evaluation which is discussed below begins after violence has ended and is intended to support decisions concerning changes in the organization, equipment, training and operational procedures of control forces.

The essence of the evaluation which follows control operations is the "after-action" report. This report should be a detailed, overall description of the violence itself, the actions which police and other forces took to end the violence and the level of effectiveness which was achieved. The preparation of this overall report, in some departments, has been assigned to a single high-ranking officer who is then responsible for compiling and supervising reports from patrol, intelligence, community relations and command personnel who were directly involved in control operations. Some departments have made such a task more efficient by instituting a separate evaluation unit—independent of all other operational units. This independent unit is designed to function at all times, but may be particularly important during CV operations when charges of misconduct are often levied against police.

Patrol personnel can support the evaluation process by providing the kind of information discussed in the following guidelines.

Reasons for CV

21. Could you tell why persons were engaged in violence? Were some of them trying to achieve goals which you may share (such as an end to racism), or goals which you may not share (such as revolution)? Did the goals or beliefs of the demonstrators cause you to hold back or overreact? If the reasons which led to the violence reduced the fairness of your police work, consider ways in which you can prepare yourself to do a better job next time.

Persons Involved in CV

22. Were the people who were participating in the violence members of groups with whom you are friendly? Were they members of your age group, your race or ethnic group? Were they members of groups whom you dislike? Regardless of the answers to these questions, your behavior in controlling violence should have been that of a professional policeman doing his duty but not exceeding his authority. If you failed to achieve that standard, consider the kinds of training or procedures which could help you to improve.

23. Notice which tactics, formations and/or police procedures seemed to be ineffective against the various techniques used by the crowds. Note things like police officers' reluctance to act, any tendency to overreact, any confusion, inability to hear or see directional signals from commanders. Present this information when requested by patrol commander. Suggest ideas for improving police performance by training, or by introduction of new procedures or equipment.

BIBLIOGRAPHY

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I. RESEARCH METHODOLOGY

NATURE OF THE PROBLEM/PURPOSE

Collective violence has increased in frequency and variety in the United States over the past few years, in the form of antiwar protests, campus turmoil, spontaneous riots, mass looting and arson, racial disturbances, clashes between ideologically motivated groups, bombings perpetrated by extremist organizations, and even carefully planned attacks on law enforcement personnel. It is apparent that effective prevention and control of mass disorders requires some form of timely police intervention, based on an accurate estimate of the existing danger. Unfortunately, law enforcement officials often have been forced to make important decisions on the basis of incomplete, inaccurate, and sometimes contradictory information. The importance of this problem was underscored in the Report by the President's Commission on Law Enforcement and Criminal Justice:

The tactics chosen at the beginning of disorder may well be the crucial factor in controlling a riot. The kinds and extent of police force employed, and equipment involved, must be thought out well in advance, taught to personnel through training, and constantly reassessed. Procedures for the acquisition and channeling of intelligence must be established so that information is centralized and disseminated to those who need it.^{1/}

^{1/}The Challenge of Crime in a Free Society: A Report by the President's Commission on Law Enforcement and Criminal Justice, United States Government Printing Office, Washington, D.C., 1967, p. 119.

More recently, the Scranton Commission noted the critical need for valid information in the context of campus disturbances. Their findings indicated that

If the police are to do their job of law enforcement on the campus properly, they need accurate, up-to-date information. Only if they are well informed can the police know how and when to react and, equally important, when not to react.^{2/}

The objective of this study by ORI is to provide local law enforcement agencies with guidelines for the collection and dissemination of essential elements of information required for sound decision-making in response to the threat, or actual initiation, of collective violence.

To develop this set of recommendations, ORI conducted informal, semi-structured interviews in 14 selected cities and 6 state police departments with law enforcement officials who have been, or are likely to be, acting in a key decision-making capacity during an episode of collective violence. To develop this set of recommendations, four steps were followed which included

- Literature survey
- Consultation with Panel of Active Law Enforcement Specialists
- Field survey
- Analysis, Interpretation, and Review of Data.

LITERATURE REVIEW

The literature survey consisted of the identification, collection and examination of more than 100 references related to the problem. A listing of this literature is contained in the Bibliography, Appendix A in this volume.

PANEL OF LAW ENFORCEMENT EXPERTS

ORI convened a panel of experts from the law enforcement community to serve as a source of guidance and knowledge prior to the field data collection effort. The law enforcement experts, selected by LEAA, who participated on the advisory panel included:

^{2/}The Report of The President's Commission on Campus Unrest, United States Government Printing Office, Washington, D.C., 1970, p. 171.

<u>Name</u>	<u>Title</u>
Winston Churchill	Chief of Police, Indianapolis, Indiana
Arthur Grubert	Assistant Chief Inspector, Intelligence Division, New York City Police Department
John Knox	Chief, Patrol Division West, Los Angeles, California
Dr. Peter Lejins	Director, Institute of Criminal Justice and Criminology, University of Maryland
Colonel Ray Pope	Director, Department of Public Safety for the State of Georgia

Members of the ORI study team met with the advisory panel to review the objectives and methodology of the study.

The 2 day meeting covered the following items:

1. Definition of Collective Violence
2. Changes in Posture of Collective Violence
3. Types of Intelligence Information
4. Levels of Information Exchange
5. Needs of Small Police Departments
6. Format of Study Output.

The results of the two-day meeting of the panel were incorporated into the field survey portion of the study. The chief result of the meeting was that all agreed that the format of the study output must be designed to serve the needs of policemen directly. The study report must cover all types of collective violence and focus on the continual collection processing and dissemination of information, even by small police departments. The panel also pointed out a number of internal characteristics of many police departments which ORI could use to ease the collection of information in the field survey. The panel agreed that a second meeting of the panel would not be necessary, that a written review of the study output would probably suffice.

Each member of the panel reviewed a preliminary draft version of this report and offered their suggestions for its improvement. In many cases, their comments were incorporated into the final draft version. In others, the authors did not consider their suggestions either feasible or appropriate.

The approval of each individual panel member of the results of this research effort is not to be implied from their association with the study.

FIELD SURVEY

Survey Sites

Law enforcement agencies in a purposive sample of 16 cities and 6 state police departments were contacted. The sample of 16 cities was designed to cover the range of possibilities along the following characteristic dimensions:

- o Geographic location
- o Type of jurisdiction
 - State
 - County
 - City
- o Recent history of collective violence (preferably within the last 12 months) or the noticable absence thereof
 - Agencies with broad experience
 - Agencies with little experience
- o Types or categories of collective violence.

In addition, it should be noted that the cities which had supplied a panel member were excluded from the sample. ORI felt that data might be biased unnecessarily by having the same individual participate in the formulation of the information requirements and later supply data that might reinforce their earlier assumptions.

The sites selected for the survey are indicated in the table below.

TABLE 1
SURVEY SITES BY POPULATION CATEGORY

Population \ Region	Northeast	South	North Central	West
Cities over 700,000 population	Philadelphia	Houston	(Chicago)	San Francisco
Cities 300-700 population	Newark	Miami	St. Louis	Phoenix
Cities 150-300,000 population	Hartford	Jackson	Madison	Albuquerque
Cities under 150,000 population	(Harrisburg)	Chatanooga	Rockford	Santa Barbara
State Police Departments	Pennsylvania Conneticut	Mississippi	Wisconsin	New Mexico California

With the exceptions of Chicago and Harrisburg, all of the agencies contacted agreed to cooperate in the survey.

INTERVIEWS

As indicated earlier, the present study was primarily concerned with the kinds of information needed for the successful prevention and control of collective violence. With the aid of the expert panel, the critical data elements to be collected in the field were identified: The interviews were conducted by professional research staff personnel and focused on the information requirements for decision-making concerning collective violence planning, training, operations, and evaluation.

The primary source of data for the study of information requirements were law enforcement officials who have been, or are likely to be, in (1) a key decision-making position and/or (2) a position of responsibility for supplying information during operations designed to prevent the onset or further development of a mass disturbance. Although the number of individuals contacted varied somewhat between jurisdictions, the majority of the interviews were conducted with police Chiefs, deputy superintendents and other knowledgeable officials in the operations, community relations, and intelligence divisions (where those categories were appropriate).

Data Collection Scheme

The nature of the information to be sought in the field dictated that a semi-structured and informal interview format be employed. Past experience indicated that an informal open ended interview frequently elicits a rich variety of information often lost or unavailable if a rigid format is imposed. (Another advantage is that it precluded the usual lengthy Office of Management and Budget approval cycle which would have certainly been required if a formal questionnaire were used.) The use of experienced senior level interviewers, pretesting of the interview procedure prior to actual field research, and frequent checks with the interviewers in the field helped to insure consistency and comparability among interviewers and that the full range of pertinent questions was covered. Interviewers spent between 1 and 3 days at each location depending on the availability of police personnel and the number of interviews conducted.

Data Elements

Three general areas of inquiry were identified although not necessarily treated separately in the interview: (1) the types of decisions that are made relative to the prevention and control of collective violence; (2) the information required to make and implement decisions in the areas of planning, training, and operations, in addition to that needed for evaluation of these functions; and (3) the strengths and weaknesses of the information system presently used to gather the required information. The areas of inquiry are discussed in greater detail below.

Decision-making. Data was collected on the types of decisions that are made by key law enforcement officials in planning, training, and operations designed to prevent and control collective violence. Despite the apparent differences between the kinds of decisions that might be made relative to planning, training, operations and evaluation, these four functions are intimately related. Planning, whether effective or ineffective, has an impact on the adequacy of training, which in turn has serious implications for the success of operations against collective violence. Similarly, the evaluation of success or failure of law enforcement operations will dictate changes in both planning and training. These functions were treated as part of an interrelated system or network of decision-making and the following information was sought during the interviews:

- Functions performed
- Types of decisions
- Specific goals or objectives
- Alternatives available
- Critical incidents of collective violence occurrence or prevention, and the role of information in each incident
- Action taken
- Outcome (favorable or unfavorable)
- Long-range versus short-range consequences
- Evaluation criteria.

Information Requirements. A second area of primary importance was the variety and categories of information required for timely, effective decision-making. This included information not only critical to planning, training, and operations, but also for evaluation of each of these functions. In some cases certain types of information would be of great importance in terms of police operations (e.g., meteorological data such as wind direction) but of limited importance from the standpoint of long-range planning. Other elements of information (e.g., availability of manpower and equipment) would be critical across all three functions and also for any post disturbance evaluation of decision-making.

ORI attempted to elicit information requirements from interviewees in several stages. Initially, law enforcement officials were queried as to what kinds of information they think they need.^{3/} If critical elements of information—as determined by the expert panel and/or other interviewees—were not mentioned

^{3/} Information requirements were also derived from analysis of functions and decisions—not just from what police identify explicitly.

by the respondent, he was asked about these specifically. In some cases, items not mentioned may be of equal or greater importance from the standpoint of the analysis than those items that were mentioned.

Additional questions were asked to insure that each interviewee had ample opportunity to describe in detail the information necessary for planning, training, operations, and evaluation. When possible, respondents also provided judgments as to whether specific elements of information could be classified as "essential" (or critical) to decision-making or "nice to know."

Information System. The third area of inquiry was the information system presently being used to provide the essential elements of information required for decision-making. Attempts were made to identify and analyze the capabilities and deficiencies of the information network.

ORI also asked interviewees for "critical incidents" when the information system functioned well or functioned poorly. Particular attention was given to (1) how well the system performs under stress (i.e., during an episode of collective violence in contrast to routine operations); (2) where the system is most likely to malfunction; (3) where the most serious gaps in information exist (what the system provides and what law enforcement officials feel should be available); and (4) how well it supports command and control functions and the need for interface with other agencies or departments.

ANALYSIS, INTERPRETATION AND REVIEW OF RESULTS

The nature of the information collected precluded the use of sophisticated, computerized data compilation, tabulation or analysis programs. Also, since the project in no way intends to evaluate or even compare the departments visited, the use of formal data reduction programs was not considered desirable. Also, as was expected, the interviewers were not always able to elicit an appropriate or useful response to each of the interview items from every city. Thus, any data compilation program would have had to contend with the problem of null or void cells.

The analysis of the information collected during the interviews consisted mainly of an informal type of content analysis. When considering a particular information requirement, the notes from each interview were searched for statements relevant to that particular topic. This approach was particularly useful in this situation because: (1) each interview contained a myriad of information bits that were nearly impossible to categorize completely in any meaningful way; (2) a comment or statement made in one context might have particular relevance to an entirely different situation when examined from the total perspective which was achieved during the field survey.

This approach to data analysis is especially appropriate when the purpose or goals of the project are considered. No effort whatsoever was made to evaluate or even compare the departments visited. The Guidelines are not intended to present just the best or most frequent approaches to a given problem. Instead, it is hoped that the Guidelines contain, in addition, some unusual and perhaps even thought provoking ideas on the prevention and control of collective violence.

FORMAT OF THE GUIDELINES

The standard format for technical reports as traditionally used and described in the GPO Style Manual* was not considered to be appropriate for effectively organizing the information to be presented in the Guidelines. In order to assure maximum reader interest and operational usefulness, a manner of presentation was devised which ORI feels will best suit policemen.

The report is organized into 5 volumes intended for each of 5 general personnel categories: Chief of Police, Community Relations Personnel, Intelligence Personnel, Patrol Commander, and Patrol Personnel. Each volume has the same format. Chapter I is a general introduction that is the same in all volumes. Chapter II consists of introductory notes for the personnel for whom the volume was prepared. Chapters III, IV, V, and VI are entitled Planning, Training, Operations, and Evaluation, respectively. Relative to each of these activities, each chapter discusses the information which police require in support of decisions regarding both prevention and control of CV. Within each chapter, prevention and control guidelines are listed separately. Prevention and control guidelines are further broken down into categories based upon six essential intelligence questions:

- | | |
|--------|----------------------------|
| Where? | —Locations of CV |
| Why? | —Reasons for CV |
| When? | —Time Considerations in CV |
| Who? | —Persons Involved in CV |
| What? | —Types of CV |
| How? | —Ways in Which CV Occurs |

*United States Government Printing Office, Style Manual, Washington, D.C., 1967.

APPENDIX A
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