Human Rights Handbook on Policing Assemblies

Human Rights Handbook on Policing Assemblies

Contents

Acknowledgements

Neil Jarman, Director of the Institute for Conflict Research, United Kingdom, ODIHR Panel of Experts on the Freedom of Assembly;

André Konze, Office for Police Science Studies and Further Training, German Police University, Germany;

Katarzyna Łopuszyńska, Operations and Crisis Management Command, National Police, Poland;

Manuel Augusto Magina da Silva, Superintendent, Portuguese Police, Portugal;

Zoran Misic, Assistant Head of Directorate of the Uniform Police, Serbian Police, Serbia;

Anneke Osse, consultant on police and human rights, Kenya;

Serghei Ostaf, Director of Resource Center for Human Rights (CReDO), Moldova, ODIHR Panel of Experts on the Freedom of Assembly;

Ralph Price, Deputy Chief, General Counsel, Office of the Superintendent, Chicago Police Department, United States;

Martina Schreiber, expert in public order management and crowd dynamics, Germany;

Gilbert Siniscalco, Commandant, French National Police, France;

Martin Svensson, Swedish National Police Malmo, Sweden; and

Gary White, Director of Operations, Ineqe Group, United Kingdom.

Foreword

Freedom of peaceful assembly is a fundamental human right, enshrined in a number of international human rights instruments, including the OSCE Copenhagen Document of 1990. It provides the foundation of a democratic society, enabling everyone to publicly express views that may be dissenting and unpopular. States have an obligation to respect, protect and fulfil this right. The right to peaceful assembly is only guaranteed as long as the assembly remains peaceful. Unlawful but peaceful assemblies, when an organizer or individuals may fail to comply with a legal requirement, enjoy the same level of protection as all peaceful assemblies.

The role of police in facilitating assemblies is paramount. Being the most visible manifestation of government authority, the police demonstrate a state's commitment to upholding the rule of law and protecting fundamental human rights and freedoms. The police must facilitate all peaceful assemblies, including spontaneous and simultaneous assemblies and counter-demonstrations, and protect participants in assemblies, allowing them to express their views freely within sight and sound of the intended audience. This handbook promotes a change of police mentality in approaching the policing of assemblies, from looking at assemblies as potentially dangerous events to recognizing assemblies as manifestations of an important human right that the police must respect and protect. The majority of assemblies are, in fact, peaceful and do not present particular public order challenges. However, it is crucial for police to be well prepared and trained to prevent any conflicts related to assemblies, as well as to de-escalate tensions should they arise.

This handbook is part of ODIHR's broader work to support the implementation of OSCE commitments in the area of freedom of assembly. ODIHR monitors public assemblies in OSCE participating States and publishes reports with findings and recommendations, including in relation to the policing of assemblies. The ODIHR *Guidelines on Freedom of Peaceful Assembly*, published jointly with the Council of Europe's European Commission for Democracy through Law (Venice Commission), serve as the main benchmark and reference point for assessing compliance with international human rights

standards. In developing these tools we are indebted to the independent experts who are members of the ODIHR Panel of Experts on the Freedom of Assembly. We will continue to rely on their expertise and objectivity in our legislative review and capacity building work pertaining to freedom of assembly in the OSCE area.

The handbook also complements a series of guidebooks on democratic policing principles and good practices that have been developed by the Strategic Police Matters Unit within the OSCE Transnational Threats Department (TNTD/SPMU), in close co-operation with ODIHR. I hope that the good practices for policing assemblies presented in this handbook will be broadly disseminated and widely used by police in the OSCE area.

Michael Georg Link
ODIHR Director

Introduction

The right to assemble peacefully in order to protest, demonstrate, celebrate, commemorate and generally to collectively communicate one's views to the authorities and other citizens rests at the core of functioning democratic systems. It is closely related to other cornerstones of democracy and pluralism, such as freedom of expression and freedom of association. The right to freedom of peaceful assembly is enshrined in a number of international human rights instruments and is guaranteed in the OSCE's Copenhagen Document of 1990.

Facilitating the right to freedom of peaceful assembly can prove challenging for the authorities. It is particularly challenging for the police, who will have the primary responsibility to enable an assembly to take place while also ensuring that the rights and freedoms of other people are not disproportionately impeded and that the public order is maintained.

This handbook aims to provide guidance for the police in facilitating the right to assemble peacefully. The handbook has been written primarily for police officers working in the OSCE area who have command responsibilities, at any level, for the policing of public assemblies. The handbook outlines key steps and principles for careful police work with assemblies through considered and proportionate policing, having at its core the aim of facilitating the right to peaceful assembly. It provides guidance for the successful policing of assemblies based on the requirements of international human rights law and established good practice from across the OSCE area. Although the focus of the handbook is on "assemblies", the guidance and recommended practices are also applicable to other types of gatherings (e.g., state occasions, sporting events).

The publication places a particular emphasis on the importance for the police to invest time and resources on pre-event planning and preparation. This is vitally important to ensure that an event can proceed in a manner that the organizers desire and with minimal disruption to the rights and freedoms of others. Such an approach can reduce the risk of violence or public disorder

and can serve to build public trust and confidence in the police. At the heart of the resource lie the four principles – knowledge, communication, facilitation and differentiation – that the police need to consider at all stages of preparation for and policing of public events, to prevent and reduce conflict.

The handbook guides police commanders through the process of community engagement and planning. It sets out command roles and responsibilities and addresses the issue of decision-making. It provides guidance for policing various types of assemblies and for tactics related to the behaviour of individuals and groups within an assembly. It also addresses the issues of policing intentions and objectives and outlines the parameters for the use of force by the police within the framework of international human rights law.

This publication covers pre-planned and spontaneous assemblies and gives guidance on the planning for — and facilitation of — such events. It goes on to give structure to post-event practice and debriefing processes that allow for improvement and the integration of good practice into future policing work. Many of the approaches described in the publication may be familiar in some national contexts, while in others they may be less common. At the same time, all the approaches covered reflect the existing good practices of policing assemblies in various OSCE participating States, built on the principles of democratic policing and, therefore, should be easily adaptable for use by police services throughout the region. The handbook was developed by police commanders with many years of experience, and passed through several stages of peer review by police commanders and human rights experts with knowledge in the area of freedom of assembly.

ODIHR actively provides legislative and other assistance to OSCE participating States to ensure that public assemblies are regulated and policed in line with international human rights standards. This publication has been developed as part of this work, aimed at assisting participating States in the implementation of their commitments on freedom of peaceful assembly. The handbook will be accompanied by training, offered by ODIHR, with a view to supporting the police in preparing and carrying out the policing of assemblies by conducting initial and regular in-service training sessions for police commanders.

Part I

DEFINITIONS, PRINCIPLES AND POLICIES

CHAPTER 1. THE RIGHT TO FREEDOM OF PEACEFUL ASSEMBLY

Freedom of peaceful assembly is a fundamental human right and, as such, is considered one of the cornerstones of a democratic society. This section outlines some of the basic principles that underpin that right and highlights some of the key responsibilities of the police when they are involved in the policing of public assemblies.

The right to freedom of peaceful assembly is included in all the major international human rights instruments including:
- Article 20 of the Universal Declaration of Human Rights (1948);
- Article 21 of the International Covenant on Civil and Political Rights (1966);
- Article 11 of the European Convention on Human Rights and Fundamental Freedoms (1950); and
- Article 15 of the UN Convention on the Rights of the Child (1989).

In the OSCE Copenhagen Document (1990) the OSCE participating States committed themselves to respect the right of peaceful assembly and demonstration.

The right to assemble peacefully applies to all individuals and groups, unregistered associations, legal entities and corporate bodies. Any discrimination based on grounds such as "race", colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status is prohibited. Discrimination on any of these grounds that serves to limit people's right to peaceful assembly will be considered a breach of international human rights.

While the international instruments outline the broad principle of the right to assemble, this will usually be reaffirmed by the national constitution and clarified in domestic legislation and regulations, which will provide greater detail on specific procedures relating to the facilitation of the right to assemble.

The definition of an assembly, provided by the OSCE/ODIHR and Venice Commission in their *Guidelines on Freedom of Peaceful Assembly*[1] (hereafter

---

1   *Guidelines on Freedom of Peaceful Assembly*, 2nd edition, (Warsaw: OSCE/ODIHR/Venice Commission, 2010), <http://www.osce.org/odihr/73405>.

the *Guidelines*), highlights that assemblies are events that have the aim of conveying a message about something to someone. Though they are usually of temporary nature, they may also last for considerable time, with their semi-permanent structures in place for several months. Although particular forms of assembly may raise distinctive regulatory issues, all types of peaceful assembly, whether static and moving, should be facilitated.

Assemblies may serve many purposes, including celebration, commemoration and protest. Exercising the right to peaceful assembly is a means of collectively conveying a message or expressing an opinion; this includes the expression of diverse, critical, radical and unpopular or minority opinions. The expression of such radical and minority views may cause some level of offence to other members of the community, but must, nevertheless, be protected and facilitated as long as the actions remain peaceful.

Many assemblies will also cause some degree of disruption to routine activities; they may occupy roads and thoroughfares or impact traffic, pedestrians and the business community. Such disruption caused by the exercise of fundamental freedoms must be treated with some degree of tolerance. It must be recognized that public spaces are as much for people to assemble in as they are for other types of activity, and thus the right to assemble must be facilitated.

The right to peaceful assembly is an important element in maintaining and developing, as well as challenging cultural and social norms and values. It is important for the preservation and expression of minority identities, and in holding governments to account. The protection of the freedom to peaceful assembly is crucial for creating a tolerant and pluralistic society in which different groups can exist peacefully together.

International human rights principles make it clear that the state and its agents have an obligation and a responsibility to respect and protect all human rights. This includes an:

- Obligation not to interfere to restrict people's rights (a "negative" obligation); and
- Obligation to take the necessary actions to protect and facilitate people's rights (a "positive" responsibility).

In the case of the exercise of the right to freedom of assembly, the primary responsibility to protect and facilitate the right rests with the police as the primary authority in charge of maintaining public order. This includes the

responsibility for protecting peaceful assemblies that provoke and offend, as well as assemblies that may cause some degree of disruption to routine activities and, thus, to the lives of non-participants. Where peaceful protest interferes with the rights and freedoms of others it will often be the responsibility of the police to balance respect for of those rights with the right to freedom of assembly.

The right to assemble is a right to assemble peacefully. There is no right to act in a violent manner when exercising one's right to assemble. If an individual acts violently while participating in an assembly, then that individual is no longer exercising a protected human right. However, violent acts by isolated individuals do not necessarily affect the right to assemble of those who remain peaceful.

While the right to assemble peacefully may include actions or words that cause offence, assemblies or actions that serve to intimidate, harass or threaten others may legitimately be subjected to necessary and proportionate restrictions or prohibition by the state.

It should be noted that even though an assembly organizer or individual participants may fail to comply with legal requirements for assemblies, this alone does not release the police from their obligation to protect and facilitate an assembly that remains peaceful. Any failure to comply with legal requirements for assemblies can be addressed through the imposition of proportionate sanctions against the individuals responsible.

Types of Assemblies

There are diverse forms of public gatherings that are covered by the right to peaceful assembly. These include meetings, rallies, pickets, demonstrations, marches, processions, parades and flash mobs.

Peaceful Assembly: An assembly should be deemed peaceful if the organizers have professed peaceful intentions and the conduct of the participants is non-violent. Peaceful intention and conduct should be presumed unless there is compelling and demonstrable evidence that those organizing or participating in that particular event themselves intend to use, advocate or incite imminent violence. The term "peaceful" should be interpreted to include expressive conduct that may annoy or give offence, and even conduct that temporarily hinders, impedes or obstructs the

activities of third parties.[2] An assembly should be considered peaceful, and thus facilitated by the authorities, even if the organizers have not complied with all legal requirements. Lack of such compliance should not be an excuse to inhibit, disrupt or try to prevent an assembly.

Assemblies that incite hatred, violence or war, aim to deliberately restrict or deny the rights of others or aim to intimidate, harass or threaten others, in violation of applicable law, are not considered to be protected assemblies. Article 20 of the International Covenant on Civil and Political Rights states that "any propaganda for war shall be prohibited by law, and that any advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence shall be prohibited by law".[3]

Authorities and Police should remember that the right to assembly is an individual right and verbal or physical acts of aggression or violence by an individual or a small number of people does not remove the right of those who continue to act in a peaceful manner. Where the actions of a peaceful assembly impacts the rights and freedoms of others the authorities must address the issue while balancing all the rights and freedoms concerned. In some OSCE participating States it is the police that are vested with such powers, while in others it is the local authorities or the judiciary that balance these concerns.

Spontaneous Assembly: This is an assembly that takes place in response to an incident or event, making it impossible to comply with the formal legal requirements for advance notification and/or where there is no formal organizer. Such assemblies often occur around the time of the triggering event, and the ability to hold them is important because delay imposed by the notice process would weaken or prevent effective expression of the message.

While the term "spontaneous" does not preclude the existence of an organizer of an assembly, spontaneous assemblies may also include gatherings with no identifiable organizer. Such assemblies may occur when a group of people gathers at a particular location with no prior advertising or invitation. They are often the result of some commonly held knowledge or information that is disseminated via the news media or increasingly through forms of social

---

2   *Ibid.*

3   *International Covenant on Civil and Political Rights (ICCPR),* (New York City: United Nations General Assembly, 1966), Resolution 2200A (XXI), <http://www.ohchr.org/en/professionalinterest/pages/ccpr.aspx>.

media about a noteworthy event (such as a visit by a foreign head of state). Numbers may be swelled by passers-by who choose to join the assembly, although it is also possible that, once an assembly begins to gather, further mobilization can be achieved by various forms of instantaneous communication (telephone, text message, word of mouth, Internet, social media, etc.). Such communication should not, of itself, be interpreted as evidence of prior organization. Where a lone demonstrator is joined by another or others, the gathering should be treated similarly to a spontaneous assembly. A spontaneous assembly, provided it falls within the definition of a "peaceful assembly", should be afforded the same level of protection as assemblies where advance notification has been provided.

Simultaneous Assembly: Where notification is provided for two or more unrelated assemblies at the same place and time both should be facilitated as far as possible. The prohibition of an assembly solely on the basis that it is due to take place at the same time and location as another assembly will likely be a disproportionate response if both can be reasonably accommodated. The principle of non-discrimination requires, further, that assemblies in comparable circumstances do not face differential levels of restriction. This is an example of where dialogue between the police and organizers can help to mitigate risk and resolve problems at an early stage of planning.

If it is not possible to facilitate both assemblies at the same time, then the assembly for which notification was provided first should be allowed to take place as intended, while the other assembly should be facilitated in a nearby location or at another time suitable to the organizers. Many factors should be considered when making the decision to relocate or postpone an assembly: the size of the assemblies, whether or not sound amplification and vehicles will be utilized, etc. Additionally, there should be research as to whether or not the competing groups have a history of violent encounters, to ensure the safety of all parties while maintaining their right to assemble.

Counter-Demonstration: This is a particular form of simultaneous assembly in which participants wish to express their opposition to the views expressed at another assembly. Emphasis should be placed on the state's duty to protect and facilitate each event where a counter-demonstration occurs. The state should make available adequate policing resources to facilitate such simultaneous assemblies, to the extent possible, within sight and sound of one another.

However, it should be noted that the right to counter-demonstrate does not extend to inhibiting the right of others to assemble. There may be

circumstances where the authorities may legitimately restrict the right of counter-demonstrators to protest within sight and sound of the assembly they are protesting against in order to protect the other assembly.

Violence and Assemblies

The right to assemble is a right to peaceful assembly. But, it should be reiterated that the violent actions of a small number of people should be differentiated from the peaceful behaviour of others and should not remove the right of those who remain peaceful to continue to assemble.

If individuals or small groups of people engage in acts of physical violence during an assembly, the police should always ensure that their response is proportionate and focuses on those who are engaged in violent behaviour rather than directed at the participants in the assembly more generally. This is true whether the violence is directed against the police, individuals, property, people within the assembly or those perceived to be in opposition.

The police should always remain aware that any use of force towards participants in an assembly may generate an angry or aggressive response from participants, which would only serve to escalate the situation. For this reason the intention and planned action of the police should be communicated openly. The use of force, whenever possible, should be preceded by adequate prior warning.

Police should always be vigilant for potential aggression against members of particular groups within assemblies because of their gender, age, disability, ethnicity, faith, nationality or sexual orientation in order to ensure that all participants are able to exercise their right to peaceful assembly.

Restricting Assemblies

The responsibility of the state to protect and facilitate the right to freedom of peaceful assembly does not mean that peaceful assemblies cannot be limited, or reasonably regulated in lawful ways due to concerns for national security or public safety, public order, public health or the protection of the rights and freedoms of others. However, any such restrictions must be necessary, and proportionate. In other words, the restrictions must be narrowly tailored to address a pressing social need. Article 21 of the International Covenant

on Civil and Political Rights (ICCPR) sets out the grounds for restricting an assembly:

"No restrictions may be placed on the exercise of this right other than those imposed in conformity with the law and which are necessary in a democratic society in the interests of national security or public safety, public order (*ordre public*), the protection of public health or morals or the protection of the rights and freedom of others."[4]

Restrictions may be imposed prior to an assembly taking place, during an assembly, or both. In some jurisdictions the police may be responsible for imposing restrictions in advance of an assembly, while in others this power rests with another authority, such as the local authorities or the courts. In all jurisdictions within the OSCE region the police have the authority to impose reasonable restrictions during an assembly, but in a democratic society any such restrictions must always be lawful, necessary and proportionate.

In considering if restrictions should be placed on an assembly, the *Guidelines* have set out the following key principles that should be taken into account by police organizations.[5]

A presumption in favour of assemblies: As a fundamental right, freedom of peaceful assembly should, insofar as possible, be enjoyed without regulation. Anything not expressly forbidden by law should be presumed to be permissible, and those wishing to assemble should not be required to obtain permission to do so. A presumption in favour of this freedom should be clearly and explicitly established in law.

The positive obligation to facilitate and protect peaceful assembly: The state should put in place adequate mechanisms and procedures to ensure that the freedom of peaceful assembly is practically enjoyed and not subject to undue bureaucratic regulation. In particular, the state should always seek to facilitate and protect public assemblies at the organizers' preferred time, location and manner, and should also ensure that efforts to disseminate information to publicize forthcoming assemblies are not impeded.

---

4   *Ibid.*
5   *Guidelines on Freedom of Peaceful Assembly, op. cit.,* note 1.

Legality: Any restrictions must have a formal basis in law and be in conformity with international human rights instruments. Well-drafted legislation is vital in framing the discretion afforded to the authorities. Any law must be compatible with international human rights standards and be sufficiently precise to enable an individual to assess whether or not his or her conduct would be in breach of the law, as well as the likely consequences of any such breaches. Furthermore, the relevant authorities must ensure that any restrictions imposed during an event are in full conformity with the law and consistent with established jurisprudence. Finally, the imposition after an assembly of sanctions and penalties that are not prescribed by law is not permitted.

Proportionality: Any restrictions imposed on the time, place or manner of an assembly must be proportionate. The least intrusive means of achieving the legitimate objective being pursued by the authorities should always be given preference. The principle of proportionality requires that authorities not impose restrictions that would fundamentally alter the character of an event, such as relocating assemblies to less central areas of a city or preventing the assembly from taking place within sight and sound of its target audience.

Necessity: Any restrictions imposed on the exercise of the right to freedom of assembly in a democratic society must be necessary in the interests of national security or public safety, public order, the protection of public health or morals or the protection of the rights and freedoms of others. The necessity test requires evidence of a "pressing social need" for restricting freedom of assembly in specific circumstances.

Notification: It is not necessary under international human rights law for domestic legislation to require advance notification of an assembly. Indeed, in an open society, many types of assembly do not warrant any form of official regulation. Prior notification should, therefore, only be required where its purpose is to enable the state to put in place the necessary arrangements to facilitate freedom of assembly and to protect public order, public safety, public health or morals and the rights and freedoms of others. Any such legal provision should require the organizers of an assembly to submit a notice of intent rather than a request for permission.

The notification process should neither be onerous or bureaucratic and the period of notice should not be unnecessarily lengthy. Rather the notification period should be imposed to allow:

a. adequate time for the relevant authorities to make the necessary plans and preparations to satisfy their positive obligations; and

b. time for an appeal to, and ruling by, a court should any imposed restrictions be challenged.

If the authorities do not promptly raise any objections to a notification, the organizers of an assembly should be able to assume that they may proceed with their proposed activities according to the terms presented in their notification and without restriction.

Restrictions should generally not be placed on the content of the message that an assembly is trying to communicate, to guarantee freedom of expression[6]. Police may have to react to instances of speech that constitute incitement to discrimination, hostility or violence. However, police officers must differentiate between those who use such speech and other participants of the assembly whose right to peaceful assembly cannot be unduly restricted. At the same time, especially during a large scale operation or particularly controversial events, the decision to act should follow a command structure and the relevant plans should be laid out beforehand, rather than each officer acting individually. Police should develop the plan to address such situations and in particular, to know who has the authority to take decisions about intervention, and what texts or slogans will require action. In some countries, public prosecutors will be involved in setting the limits in this respect.

The time, place and manner of individual public assemblies may, however, be regulated to prevent them from unreasonably interfering with the rights and freedoms of other people. This reflects the need for a proper balance to be struck between the rights of persons to express their views by means of assembly and the interest of not imposing unnecessary burdens on the rights of non-participants.

Where there are legitimate reasons to impose restrictions on an assembly then the authorities should then ensure that those restrictions are the minimum necessary and that a suitable alternative time or place that is acceptable to the organizers is made available. Any alternative must be such that the message that the assembly seeks to convey is still capable of being effectively communicated to those to whom it is directed, in other words, within sight and sound of the target audience.

---

6   *Art. 19 of ICCPR, op.cit.,* note 3.

If an assembly is confronted by a counter demonstration that seeks to restrict the rights of people to peacefully assemble, then the counter demonstration is no longer protected by international human rights law.

Prohibiting or Banning an Assembly

An assembly should only be banned in exceptional circumstances. This may include a situation where there is a significant and real threat of crime or public disorder, an imminent threat to national security or where the aim of the assembly is to incite hatred or violence, intimidate or threaten others or to deliberately deny others the right to exercise their legitimate rights.

The fact that an assembly is likely to face a violent counter-protest, or even to be directly attacked by dissenting people, should not, as a matter of principle, lead to the prohibition of the peaceful assembly. In that case, it is the responsibility of the police to protect the peaceful assembly against the attacks or the violence of counter-protesters.

A blanket prohibition of all assemblies at a certain location or for a specific period of time is likely to be a disproportionate restriction on the right to peaceful assembly. If an assembly is banned or restricted there should be a right to appeal or challenge the decision.

Costs

The costs of providing adequate security and safety (including policing and traffic management operations) should be fully covered by the public authorities. The state must not levy any financial charge for providing adequate policing. Organizers of non-commercial public assemblies should not be required to obtain public-liability insurance for their event.

CHAPTER 2. KEY PRINCIPLES IN POLICING ASSEMBLIES

A human rights-based approach should form the basis for all contemporary policing, including the policing of public assemblies. This entails recognizing that the police have a responsibility to take reasonable and appropriate measures to enable people to exercise their rights, that they should not unduly interfere when people seek to do so, and that they should always act in an impartial manner.

Democratic Policing

The OSCE *Guidebook on Democratic Policing*[7] highlights a number of basic principles that should underpin all forms of policing and that provide the foundational framework for the approach to policing assemblies:

Pursuing objectives of democratic policing: The police are the most visible manifestation of government authority with their main duties being to maintain law and order, protect and respect fundamental rights and freedoms, prevent and combat crime, and provide assistance and services to the public.

Upholding the rule of law: The police must operate in accordance with domestic law and the international law enforcement standards accepted by the OSCE participating States, and demonstrate commitment to the rule of law in practice.

Police ethics and human rights: In order to live up to the public's trust, the police must adhere to a code of professional conduct and demonstrate professionalism and integrity. The protection and preservation of life must be their highest priority.

Police accountability and transparency: Democratic policing requires that the police be, and consider themselves to be, accountable to the citizens, their representatives, the state and the law. Their activities, including the behaviour of individual police officers, the strategies for police operations, appointment procedures and budget management, must be open to scrutiny by a variety of oversight institutions.

---

7   *Guidebook on Democratic Policing*, (Vienna: OSCE *Senior Police Adviser*, 2008), SPMU
     Publication Series Vol. 1, 2nd Edition, <http://www.osce.org/spmu/23804>.

Furthermore, a central feature of democratic policing is the understanding that the consent of the people is required. Prerequisites for gaining public support are providing transparency in police operations; and cultivating communication and mutual understanding with the public the police serve and protect.

Police organization and management issues: States are obliged to create a structural and managerial environment that will enable the police to effectively and efficiently implement the provisions of the rule of law, domestic and international law, and accepted human rights standards. This includes the chain of command, regulations on supervision, the composition of the police, the rights of police personnel and the provision of adequate resources and training.

These basic principles apply to all forms of democratic policing and, in particular, to the policing of public assemblies, which can be a complex and challenging task. Assemblies can vary widely in their scale, their manner, the number of participants and the levels of contention they may generate. Assemblies may cause disruption to daily routines and thus may have a negative impact on the ability of other people to exercise their rights. The police may, therefore, have to balance competing claims from different groups and individuals.

Understanding Participant Behaviour

Basic knowledge of participant behaviour provides important background to the way in which assemblies may be policed. This understanding provides the basis on which all further actions should be based, including planning, enforcement and debriefing.

It is important for police to be familiar with the different types of group behaviour, to recognize these groups within the larger assembly, to differentiate between various groups of people and their behaviour, and to deal with each behaviour appropriately, rather than to view the whole assembly in the same way. Inside a group an individual's behaviour can change both for the better and for the worse during an assembly. There are many factors that can have an impact and these may include:
- The behaviour of people around the individual;
- An individual's personal beliefs and standards;
- A perception of being held accountable for one's actions;

- A perception of what an individual believes is acceptable behaviour;
- The mood of the individual (angry, happy, frustrated, fear or anxiety); and
- The use of alcohol and/or drugs.

With so many different factors impacting behaviour it is not surprising that participants do not behave the same way all the time. Some people may try to ensure that participants remain peaceful and adhere to the law; some may encourage civil disobedience, while some may urge confrontation, or even violence. There may be pockets of disorder or unruly behaviour while the vast majority of the people continue to behave in a totally orderly fashion and may not be engaged in anything other than peaceful assembly.

The starting point for police should always be the proactive policing of order rather than the reactive policing of disorder. The relevant police commander will need to continuously monitor the situation to assess the dynamics of the assembly, onlookers and, where necessary, counter-demonstrators, so that they can best manage the situation to ensure that peaceful order is maintained. This may mean that the police need to be flexible in relation to any legal restrictions placed on an assembly and to minor infractions of the law. An approach that is too rigid to both may increase tension and provoke more hostile or aggressive responses from participants. Even in situations where some voices promote confrontation or violence the police should be able to counter such influences if they remain aware of the differentiation among participants, draw upon their knowledge of the range of groups and individuals who are present, maintain a positive relationship with people and act with discretion and tolerance.

Principles for Policing Assemblies

The following four key principles — knowledge, facilitation, communication and differentiation — should guide police organizations in addressing the challenges and should underpin their approach to any assembly.[8] These four principles should be utilized and applied by police commanders at all stages of planning, preparation, implementation and debriefing of operations to ensure that assemblies occur in a peaceful manner. The principles should

---

8   Reicher, S., C. Stott, J. Drury, O. Adang, P. Cronin & A. Livingstone, "Knowledge-Based Public Order Policing: Principles and Practice" *Policing*, Vol. 1, No. 4, 2007, pp. 403-415.

also be drawn upon and applied by police officers at all levels in the policing of assemblies.

Knowledge

Knowledge of the various groups that are part of an assembly is an essential prerequisite. It is important to be aware of their norms, values, intentions and goals, their sense of what is right and proper, stereotyping and expectations in relation to other groups, their history (including previous assemblies they have organized) and other elements that have a special symbolic meaning.

Such knowledge enables the police to understand the interests and goals of the groups and to be able to facilitate their legitimate goals. This knowledge also gives awareness of what kind of police action may be perceived as offensive or provocative by a group and may lead to conflict.

Information gathering by the police before an operation should be focused on developing and increasing knowledge of the groups that are expected to participate in the assembly and their motivations, together with information on individuals who may be considered a source of risk (criminal intelligence work).

Facilitation

Police strategies should primarily seek to facilitate the efforts of organizers and participants in a peaceful assembly to achieve their legitimate objectives. The underlying premise is to assume that most people who are part of an assembly will have peaceful intentions. The police need to identify participants' intentions in order to consider how they can be achieved. By making it easier for them to achieve their goals the police can not only avoid violence, but also get support from participants in order to reduce the potential for disorder and be able to respond effectively to any disturbances that may occur.

This presupposes that there is information that enables the police to understand the priorities of the groups and to use police approaches and tactics that enable the groups to achieve their legitimate goals. Experience and research show that restrictions and controlling measures are often not enough to maintain order.

If there is a risk of unrest or violence, it is particularly important to clarify and inform organizers and participants why restrictions are necessary and to suggest alternative ways for participants to achieve their goals.

Communication

The policy of "no surprises" should guide communication between police and organizers, as well as other stakeholders, to establish and maintain trust throughout all stages of an assembly and, as such, is a key preventative and de-escalation tactic.

The police should actively communicate in order to create relationships with participants in an event and provide a foundation for future conflict prevention. Experience shows the importance of respectful and calm police communication with participants in an assembly in order to avoid the creation, or the escalation, of conflicts. Communication should take place during all phases of an operation and is of particular importance when tension begins to rise. If restrictions have to be imposed, it is important to inform people about the reasons – not least to avoid misunderstandings – and to suggest alternatives. This means that it is important that all police officers are able to communicate with and inform participants and members of the public about police intentions at an event.

Police should use different ways to convey the police intentions, such as: talking directly to participants and organizers of the assembly, the use of portable speakers and special car speakers and the use of media, including social media. Non-verbal communication, i.e., the way the police behave and appear, the uniforms they wear and the equipment they may carry or display are also important and convey messages to participants and people in the wider environment.

In multi-ethnic societies it is important that the police have the ability to convey messages in different languages.

Differentiation

An important risk factor during assemblies is the danger of regarding and treating all participants in a group as if they were the same and, also, potentially dangerous. One way to differentiate between individuals is to

observe what each one does rather than the category to which the individual belongs. There are many examples of how conflicts have arisen and tensions have escalated when the police have intervened in an indiscriminate manner.

A group of people is never homogeneous from the beginning, but may begin to behave as such if they are treated as a single entity. It is therefore important to know what groupings there are at an assembly and the different ways in which they may act and react. If one individual initiates a conflict, it is important that the police reaction to this does not lead to others being drawn into the conflict.

By identifying individuals in a group and being able to quickly isolate those that may disturb the public order from those that remain peaceful, the police may gain respect for their actions and support for their work from a broad range of participants. It is important to realize that assemblies can consist of many different groups, with differing agendas and goals, and with different opinions about the police.

Outcomes

Self-policing: Research has shown that the application of the above principles can help participants at an assembly develop a more positive view of the police. This happens because the participants perceive that the police are fair in facilitating the enjoyment of their rights. Participants at an assembly may then take responsibility for intervening with individuals who may breach the peace and, thus, may contribute to the assembly taking place in the desired manner. When the participants themselves take this responsibility, a "we versus them" relationship between the police and the assembly is avoided and trusting co-operation may be established.

General Application of the Principles

This handbook draws on these basic principles in outlining how police commanders should approach the policing of peaceful assemblies. However, while the remainder of the handbook adopts a step-by-step approach through the various elements of planning, preparation and facilitation of assemblies, it is important to highlight in more detail a number of issues that need to be kept under general consideration. These relate to specific categories of people

who may participate in assemblies, to the use of force by police officers and to approaches to the media.

Diversity and Equality

The right to assemble peacefully applies to everyone, and the police have a responsibility to facilitate the right to assembly for all groups in society so that everyone can participate in a diverse range of expressive activities in public spaces. However, the nature of the assembly or the makeup of the participants may mean that there are some people who require specific consideration in the course of exercising their fundamental right to assemble peacefully.

Ensuring an assembly can take place in a safe and peaceful environment means that the police should have <u>knowledge</u> of the range of likely participants, should give special consideration as to how the expressive activities of different groups will be <u>facilitated</u>, that will require appropriate means of <u>communication</u> before, during and after the assembly, and that all officers involved in the policing of an assembly are able to <u>differentiate</u> between groups and individuals.

Women: Under Article 3 of the UN Convention on the Elimination of all forms of Discrimination against Women (CEDAW), state parties are obliged to take "all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men".[9] While women should not be considered a vulnerable group *per se*, there have been occasions when women have been isolated and attacked or sexually assaulted by criminals within assemblies. Police must be alert to this and be ready to protect them. Women are often not a minority, but a numerical majority. However, unless their needs are specifically considered, it is likely that the perception and arrangements of police will be based on an assumption that a majority of male participants will take part in assemblies. Therefore it is essential that police give due regard to the needs of women.

---

9   *Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)*,
      (New York City: United Nations General Assembly, 1979), Resolution 34/180,
      <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm>.

Lesbian, Gay, Bi-sexual, Transgender, Intersex (LGBTI): LGBTI individuals have the same human rights and fundamental freedoms as anybody else, including the freedoms of assembly and expression. LGBTI individuals still have to endure vociferous and often violent opposition to their public presence on many occasions and in many countries. The police will need to provide sufficient resources to facilitate their assemblies, as they would any other group, and ensure the safety of participants.

Children: Article 15 of the UN Convention on the Rights of the Child requires "State Parties to recognize the right of children to organize and participate in peaceful assemblies".[10] However, due to their smaller size, children may be more vulnerable in certain assembly contexts, and the police should take this into consideration when considering their operational options.

Persons with Disabilities: The UN Convention on the Rights of Persons with Disabilities emphasizes the need to "promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities…",[11] and to ensure their full and effective participation in society on an equal basis with others, and in particular to the rights to freedom of expression and to participation in political, public and cultural life. The presence of persons with disabilities in an assembly should be taken into account during police planning and facilitation of the assembly.

Ethnic, Religious or Linguistic Minorities: Under Article 27 of the ICCPR the "rights of persons belonging to ethnic, religious or linguistic minorities to enjoy their own culture, to profess and practice their own religion, or to use their own language are protected".[12] At the same, Article 2 guarantees that the rights protected by the Covenant apply to all individuals, without distinction. Minority groups might require further consideration to ensure their protection from violent opposition, attacks and assault. Police should take into account the vulnerable position of such groups when facilitating and securing their assemblies.

---

10   *Convention on the Rights of the Child,* (New York City, United Nations General Assembly, 1989), Resolution 44/25, <http://www.ohchr.org/en/professionalinterest/pages/crc.aspx>.

11   *UN Convention on the Rights of Persons with Disabilities,* (New York City, United Nations General Assembly, 2006), Resolution 61/106. Art. 1, <http://www.un.org/disabilities/convention/conventionfull.shtml>.

12   *ICCPR, op.cit.,* note 3.

Use of Force as the Last Resort

One frequent concern is that assemblies will lead to forms of disruption and that the gathering of large groups of people in public space may result in disorder or violence. In fact, the vast majority of public assemblies pass off peacefully with limited disruption to daily routines, and this likelihood can be enhanced if the police pay attention to four principles. If the police have good quality <u>knowledge</u> of the aims and intentions of the organizers, adopt an approach to <u>facilitate</u> assemblies, <u>communicate</u> this intention to the organizers, participants and others within the community, and always seek to <u>differentiate</u> between the various participants, then the risks of and opportunities for disorder will be reduced.

The starting point for police in policing assemblies should always be facilitation, which may be achieved through dialogue, negotiation and other forms of communication. In spite of this, in some circumstances the police may need to use force. Any use of force by police should always be an exception rather than the norm. Preference should always be given to exploring the peaceful de-escalation of tensions through dialogue, persuasion and negotiation as alternative to the use of force.

On occasion, the police may consider it necessary to use force to deal with violent behaviour. The use of force should always be proportionate and the minimum necessary to restore order. Any use of force or escalation of deployment should be quickly followed by de-escalation of force as soon as the situation is resolved. Police organizations should always have a variety of options to draw upon in the policing of assemblies.

If the police decide there is a need to use force, they should always bear in mind the diversity of participants and should differentiate between different groups within the assembly. Force should not be used against peaceful participants in an assembly, nor should it be used to disperse a peaceful assembly even if the assembly is unlawful or is causing an unreasonable, but not dangerous, level of disruption to the lives of others. Police should always take into consideration the potential risk of escalation with even worse consequences when opting to use force. The intention to use of force should always be communicated and explained prior to taking action, so as to generate transparency and maintain trust.

Any use of force against a person may have serious consequences. Wherever possible, force should not be used against children or those who are elderly

or disabled, but if it is unavoidable, the level of force should be proportionate for the circumstances.

In some contexts the police may need to use force to protect those participating in an assembly if they are faced by hostile or aggressive counter demonstrations. In such contexts, the police should seek to differentiate between the aggressors and the targets of the aggression, and remember that they have a responsibility to protect the rights of those exercising their right to peaceful assembly.

The United Nations *Basic Principles on the Use of Force and Firearms by Law Enforcement Officials*, adopted in 1990, outline the general principles governing the use of force that should apply to all police officers. The *Basic Principles* emphasize that use of force should always be a last resort, rather than the norm, and that whenever force is used must be proportionate and aim to respect human life.[13]

Before considering any use of force in connection with an assembly, police should first consider its necessity. If the same objective can be achieved by peaceful means, then force should not be used. Secondly, where force is used, consideration should also be given to its proportionality to achieve the legitimate policing objective. Where force is used in conjunction with an assembly, then the police command team (at strategic, operational and tactical levels) must be able to explain to the public what policing objective they were trying to achieve, such as facilitation, restriction, containment or dispersal, and why that was the most appropriate option under the circumstances. It is also imperative that communication and dialogue exist throughout the duration of the planning process and the facilitation of the assembly between the command levels, especially if use of force is considered. Unlawful orders must be opposed.[14]

Firearms should generally not be used in the context of assemblies except in self-defence or defence of others, against the imminent threat of death or serious injury, to prevent the perpetration of a particularly serious crime involving grave threat to life, to arrest a person presenting such a danger

---

13   *Basic Principles on the Use of Force and Firearms by Law Enforcement Officials*, (Havana, Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, 1990), <http://www.ohchr.org/EN/ProfessionalInterest/Pages/UseOfForceAndFirearms.aspx>.
14   Article 27 of the Basic Principles, *Ibid*.

and resisting their authority, or to prevent his or her escape, and only when less extreme means are insufficient to achieve these objectives. In any event, intentional lethal use of firearms should only happen when strictly unavoidable in order to protect life.[15] Where the use of the firearms becomes unavoidable, as a rule, a warning must be issued.[16] Firing indiscriminately into a violent crowd is never a legitimate or acceptable method of dispersing it.[17]

At the same time, many of the operational options available to police may, if used incorrectly or without restraint, be just as lethal as firearms. It is, therefore, crucial that only officers who are suitably trained be deployed in dealing with assemblies. Their training should be effective and verified to ensure that it is human rights compliant. There should always be effective command structures in place to prevent overreaction by police or misuse of force. Clear authority levels must be in place to ensure that operational options that carry a higher level of risk of serious injury or death are strictly controlled and investigation measures must be in place to ensure the full and fair investigation of any alleged police misuse of force.

Any use of force must be recorded by the officer concerned and procedures should be in place to assure that use of force is promptly reported to a supervisor as soon as practicable. Where a decision is made to use force as an operational option, the commander must record her or his rationale for that decision and its outcome. Where it is believed or alleged that such use of force is unlawful, then a full investigation into the circumstances must take place.

Police and the Media

One of the principles of democratic policing relates to accountability and transparency and highlights the need for the police to be accountable to citizens and their representatives, as well as to the state and the law. One way in which the police may be held accountable in the policing of public assemblies is through the work of the media and through their ability to report, record, analyse and interrogate police actions and motivations.

---

15   Article 9 of the Basic Principles, *Ibid.*
16   Article 10 of the Basic Principles, *Ibid.*
17   Article 14 of the Basic Principles, *Ibid.*

Engaging with the media is also an important means of underline communication with the wider public and can serve as a means of sharing information about the police intentions to facilitate an assembly to the general public and to participants, and of the ways they intend to ensure that the assembly occurs peacefully.

The police must always recognize the rights of journalists to attend and report on public assemblies. The police have a positive obligation to facilitate the rights of journalists at such events and a negative obligation not to obstruct or prevent the work of the media. It is in the interest of police to facilitate the work of journalists at assemblies: when journalists receive easy access to the event, the chances are higher that the reporting regarding the role of the police in handling of the event will be in a more positive tone. It also generates trust between journalists and police.

The OSCE Report *Handling the Media during Political Demonstrations*[18] sets out expectations for the interactions between police and journalists at public assemblies:

1. Law-enforcement officials have a constitutional responsibility not to prevent or obstruct the work of journalists during public demonstrations. Journalists have a right to expect fair and restrained treatment by the police; and
2. Senior officials responsible for police conduct have a duty to ensure that officers are adequately trained about the role and function of journalists and particularly their role during a demonstration. In the event of an over-reaction from the police, the issue of police behaviour vis-à-vis journalists should be dealt with separately, regardless of whether the demonstration was sanctioned or not. A swift and adequate response from senior police officials is necessary to ensure that such an over-reaction is not repeated in the future and should send a strong signal that such behaviour will not be tolerated.

International human rights standards do not differentiate between international media organizations and independent journalists. Media outlets increasingly rely on amateur reporters who gather material by the use of semi-professional equipment or even mobile phones, and many media bodies

---

18   *Handling the Media during Political Demonstrations, Special Report* (Vienna: OSCE, 2007), <http://www.osce.org/fom/25744>.

actively encourage the general public to record and upload footage onto their sites. All media personnel working at an assembly should therefore be treated with the same degree of respect by the police and there should be no legal obligation or special requirements for media personnel to carry or display formal accreditation. Journalists should not be detained as a result of their failure to leave an area once a dispersal order is given, unless their presence would unduly interfere with police action.

Individuals have the right to publicly photograph or otherwise record actions and activities at assemblies, as they are public events that take place in open public space. This includes the actions of the police in carrying out their duties. The principles of legality should be observed, taking into account that some states prohibit this by law. Police officers must, therefore, always be aware that they may be digitally recorded or photographed at an assembly. All police officers should behave as if their actions are being broadcast live and should be trained and briefed not to over-react when they are subjected to media attention. The OSCE Report further states that:

3. Wilful attempts to confiscate, damage or break journalists' equipment in an attempt to silence reporting is a criminal offence, and those responsible should be held accountable under the law. Confiscation by the authorities of printed material, footage, sound clips or other reportage is an act of direct censorship and, as such, is a practice prohibited by international standards. The role, function, responsibilities and rights of the media should be integral to the training curriculum for law-enforcers whose duties include crowd management.

Any attempts to limit or restrict the rights of media personnel, to interfere, damage or confiscate their equipment may, thus, be interpreted as breaches of an individual's human rights and of the fundamental principles of democratic policing.

CHAPTER 3. DECISION-MAKING AND RISK ASSESSMENT

Decision-making is at the heart of the processes of planning and facilitating peaceful assemblies and in ensuring that police actions are proportionate and necessary. Decision-making should be informed by the four key principles (knowledge, facilitation, communication and differentiation) set out in the previous chapter. With practice and usage the basic principles of decision-making that are set out below can be used to inform and guide police actions, whether they are made in response to an urgent and developing situation or in the preparation and planning phase of an operation.

Decision-making always begins by drawing on existing knowledge to gain as full a picture as possible of the actual or expected situation, without rushing into deciding how to tackle it. This involves analysing risks and establishing a range of scenarios for how things might develop. Once a decision is made on how to address the situation, a goal should be set. In reaching the goal, there will always have to be co-operation with other law enforcement personnel, each with their own tasks, powers and responsibilities. It is, therefore, essential to perform a network analysis, to reveal how all these jobs relate to one another and how best to communicate the information. Once that is clear, the team can consider how to tackle the situation, by formulating intervention options that are designed to facilitate the event. Again, a number of different scenarios need to be developed to take into account how events might unfold in response to particular actions, different responses by different actors, and what potential risks there may be.

Throughout the process, it is important to monitor what is actually happening, to differentiate between the different actors present, and to assess whether particular interventions are having their intended effect. It is wrong to think that one can totally control what people do, but by applying a good understanding of human behaviour and interaction, one can facilitate events in a positive manner. While doing this, it should never be forgotten that one is dealing with people who, consciously or subconsciously, are making choices. Professional policing is about communication and dialogue, and seeking to persuade people to make lawful choices and to act lawfully, rather than using forms of coercion. It involves doing so in a safe and responsible way in order to facilitate the exercise of people's rights. Safe, that is, for police officers and the public alike, and responsible, in that you always act in accordance with basic legal principles.

Decision-Making Model

The decision-making model used to inform this handbook which has been widely adopted by police organizations for use in all types of situations, is outlined in schematic fashion in Figure 1 below. The model is cyclical and incorporates seven elements. The model assumes and requires continuous monitoring of knowledge and activities. All six stages should be human rights compliant. The model can and should be applied by commanders at all command levels (fitting with the responsibility at each level) to all decision-making.

The seven elements of the decision-making model are:

1. **Intelligence:** The first phase is to examine and review all information and intelligence that is available to the responsible officers (e.g., the location, the participants, those that may be affected, reviews of any other assemblies organized by the same group). This is an element of the knowledge principle outlined in the previous chapter, but will also draw upon the principle of communication, as knowledge will be gathered in an ongoing process through dialogue and communication with the assembly organizers and other stakeholders;

2. **Risks and Threats:** The second phase is to review any risks and threats (e.g., to assembly participants and all those affected by the assembly and to those facilitating assemblies, such as police or emergency services) in light of the knowledge that has been achieved through different forms of communication. This requires reflecting on a variety of possible scenarios and projecting possible risks and threats;

3. **Strategic Intentions:** Having reviewed the risks and threats, the commanding officer will establish and keep under review the strategic intentions of the policing operation;

4. **Policing Objectives and Contingencies:** The commanding officer will then consider which of the policing objectives will best achieve the strategic intentions in the facilitation of the assembly;

5. **Operational Options:** The commanding officer will then consider which appropriate policing tactic will best achieve the strategic intentions;

6. **Action and Review:** The sixth phase of the cycle is to deploy appropriate tactics. This may involve making a change to the strategic or operational plans, or taking action on the ground during an operation. Furthermore, the commanding officer will then be in a position to review the available evidence and begin a new phase of the decision-making cycle; and

7. **Necessity and Proportionality:** At all stages, the police approach should be in compliance with international human rights standards and should, therefore, be proportionate, necessary and involve the minimum form of

police action that is required to achieve the desired aims. These principles should be mainstreamed throughout the decision-making process.

Throughout the different stages of the decision-making process police commanders should seek to ensure that they are working with the latest available knowledge, that the decision-making reflects the differentiation among participants and other actors and is designed to facilitate the activities taking place, and that they effectively communicate the decisions to the relevant people, whether they be other police officers, organizers of the assembly, others who may be present or the general public.

While the decision-making model outlined in this handbook refers to the decision-making by commanding officers, this basic structure should be used to inform the practice of all police officers, both those within different levels of the command structure and officers working independently at assemblies on the street.

Figure 1: The Cycle of the Decision-Making Model

The decision-making model should be used in the preparation and planning phases of an assembly, and should also be applied throughout the various stages of tactical activities related to all types of assemblies, whether notified in advance or spontaneous, and to assemblies of all sizes. As stated above, decision-making should take into account the four key principles: knowledge, facilitation, communication, and differentiation.

Where a decision is made during the event to change policing plans, for example to impose a necessary restriction on the assembly or to respond to new information, it is important that the decision must be communicated to the organizers and the imposition of restrictions should, where possible, be made with consent and through dialogue.

Where a decision is made to restrict the rights of those participating in the assembly, to use force or to engage with any of the other rights and freedoms (such as the use of covert officers, which impacts the right to privacy), then a clear and transparent written record of the decision must be made, and it must be linked to the individual officer who made the decision. Any such decisions should be subject to review in the debriefing process and may be provided in any enquiry into police practice.

Decision-making and the process behind decisions, especially those that impact human rights, must be recorded for scrutiny at a later stage. It is important that police at all levels show the information they were acting upon, what they were trying to lawfully achieve, the options they considered, when time was available to consider options, the action taken, and, finally, the result of the action.

Risk Assessment

Risk assessment is an integral part of the decision-making process at all stages of the planning, preparation and facilitation stages relating to public assemblies.

Knowledge is key to this assessment process and is informed by intelligence. Thorough research and evaluation by an intelligence unit of the proposed event, those planning it and supporting it (and potentially opposing it), along with the history of previous similar events, puts commanders in a position to properly assess the potential risk associated with an assembly.

There are several ways of assessing risk related to a specific event, its partici-pants, those affected by it and those facilitating it (e.g., police or emergency service partners). One practical and fruitful approach is to identify a limited number of potential (alternative) scenarios and their associated risks to the assembly participants, those affected by it and those facilitating it.

Commanders should outline the specific risk (e.g., the risks associated with the presence of a much larger number of participants than anticipated or the risks associated with the presence of counter-demonstrators) and how they can be dealt with. Contingencies should be put in place for emergency situa-tions and worse-case scenarios (e.g., sudden bad weather conditions).

In line with the decision-making model, risks and hazards should be identi-fied *before* formulating strategic intentions, policing objectives and contingen-cies. Risks and hazards should also be taken into consideration in choosing between different operational options, while also taking into consideration the risks and hazards associated with the implementation of these opera-tional options. Risks and hazards change in the course of an assembly, thus necessitating *dynamic* risk assessment throughout the course of events.[19]

---

19   Stott, C. & O. Adang, *Policing Football Matches with an International Dimension in the European Union: Understanding and Managing Risk:* (Liverpool, 2009), <http://www.aca-demia.edu/3012119/Policing_Football_Matches_with_an_International_Dimension_in_the_European_Union_understanding_and_managing_risk>.

Part II

BEFORE AN ASSEMBLY:

ORGANIZATION AND PLANNING

CHAPTER 4. COMMAND STRUCTURE

The police always have a key role to play in ensuring that the right to peaceful assembly is protected and that assemblies are able to take place in an orderly manner. However, the nature, scale and timing of police involvement will be dependent on the law and procedures in place in each jurisdiction. In some jurisdictions, the police have to be notified of all assemblies and they have the power to impose restrictions on such events, while in others such powers and responsibilities rest with the municipal authority or some other body, in which case the role of the police is primarily to enforce the decision of that other body, while also seeking to maintain public order.

It should be noted that many assemblies pass off without the need for very formal command structures or elaborate policing operations above and beyond usual day-to-day policing and may require only a very small number of police officers on duty. Where the event is small in nature, is likely to cause limited disruption to traffic or to the rights of others, is uncontroversial or is unlikely to attract any opposition, then the police may decide to implement only part of the command structure that is set out below. However, the underlying principles set out in this chapter should apply to the policing of all assemblies.

Police organizations addressing an assembly must provide for a single clear chain of command so that it is always possible to determine which superior officer is ultimately responsible for the acts or omissions of police personnel. This must especially be the case when different police organizations or police from different geographical areas and other agencies are involved in a single operation to ensure adherence to the strategic plan, effective co-ordination and clear lines of responsibility and accountability. Establishing a clear command structure is essential for policing assemblies, no matter whether it is a scheduled or spontaneous event. The unity of command principle envisions that each person who has command or supervisory functions knows:
· To whom the person reports;
· The person's role, responsibilities and objectives;
· What resources are allocated and available; and
· The person's geographical or functional area of operation.

Three distinct levels of command can be identified, with senior command seen as "strategic" (providing overall direction), middle command as "operational" (aiming to gain the specific policing objectives in the context of the overall strategic plan), and junior command as "tactical" (where the actual

"output" in terms of police actions is achieved).[20] This is sometimes referred to as a "gold, silver and bronze" command structure. While there should always be a single strategic commander, on occasion there may need to be more than one operational commander, and there will often be a number of tactical commanders. Police officers undertaking command roles when policing an assembly should always be suitably trained and accredited for the task.

Figure 2: Command Structure

Command Level	Responsibility
Senior	Strategic
Middle	Operational
Junior	Tactical

There are various rank structures and responsibilities within police forces, but this document has identified the command structure based on roles and responsibilities rather than rank. Decision-making should, as far as possible, be made at the lowest level within the individual sphere of responsibility.

In some parts of the OSCE region the policing style is more community focused and the various ranks have a certain amount of autonomy and discretion to make independent decisions to meet the specific context and circumstances. This approach is often referred to as "policing with the community". In other parts of the OSCE region policing is more tightly controlled by central government with a style that "polices the community". In the latter case, the command structure can be more akin to that of a military organization and decision-making is usually referred up the rank structure.

Strategic Command

The strategic commander is a senior level police officer who is responsible for developing the strategic plan, the policing style and the media strategy, and

---

20   Formed Police Units in United Nations Peacekeeping Operations United Nations Department of Peacekeeping Operations, 2013, Ref.2009. 32, <http://www.un.org/en/peacekeeping/sites/police/documents/formed_police_unit_policy_032010.pdf>.
This distinction between the three levels of command is in line with the policies of the United Nations, however in some participating States the terminology of tactical and operational levels are switched. For consistency reasons, this handbook will use the terminology, proposed by the United Nations.

for the authorization and allocation of necessary resources for the event. The strategic commander for a complex assembly should sit at the executive level of the police force and will have control of a substantial part of the police assets.

The strategic commander will be responsible for producing a written strategic plan that will set out the strategic intentions for the police in relation to the assembly (e.g., facilitation of peaceful assemblies, limiting disruption to traffic, apprehension of suspects of serious crimes).

It is for the strategic commander to ensure that sufficient resources are available to police the assembly. Where those resources have conflicting demands the commander will decide where they are best placed to assist the overall policing role. The strategic commander might also impose restrictions on certain operational options, as they may not wish certain options to be used or they may, perhaps, insist that authority for specific actions is at the strategic level. For example, any decision to disperse an assembly could require authorization by the strategic commander.

Once the assembly is underway, the strategic commander should maintain an overview of the operation from an appropriate location away from the assembly site. The strategic commander needs to be able to maintain an overview of the entire event, rather than focus on particular problems, and the presence of the strategic commander at the scene of the assembly may create confusion as to who is in charge of which particular functions.

The strategic commander is responsible for ensuring the resilience of the operational commanders so that in prolonged events commanders are afforded rest and relief. The strategic commander will also be expected to sign off on the operational commander's plans.

Strategic command (or in some cases operational command, depending on the specific assembly), or their representatives, will be expected to liaise with the assembly organizers and other relevant stakeholders at an early stage in order to establish contact and lines of communication and identify preferred outcomes for the day.

Strategic command will:
• Develop the strategic plan, policing style and media strategy and communicate these to the operational commander(s);
• Authorize and allocate resources;

- Set up a well-integrated crowd management command structure that includes the necessary functions, including intelligence, investigations and support functions;
- Make sure that decision logs are kept;
- Liaise with assembly organizers and other stakeholders;
- Approve the plan(s) of the operational commander(s);
- Make decisions, based on a human rights-based approach, using a process that considers intelligence, risks, and available options, and make a record of these; and
- Remain at a central command point and maintain an overview of the operation (to ensure that the strategic intentions remain relevant to the event as it unfolds).

Strategic Command Support: In order for a strategic commander to oversee the assembly (when preparing for facilitating large assemblies) and the assets they command, they should be located remotely in a suitable building and have clear lines of communication with the operational commander and other relevant stakeholders. They should staff the command room with a team including radio operators, telephone call handlers, specialist advisors (where necessary), intelligence officers, log keepers, a media officer, and possibly also representatives of other key stakeholders who are in similar positions in their organizations (e.g., fire, ambulance, local authority).

The room should also have:
- Sufficient telephones;
- Several radios (in case of malfunction);
- A command log or record of events;
- CCTV/camera monitoring;
- Maps or a mapping system;
- An operational plan;
- Contingency plans;
- A separate briefing room (and/or meeting room);
- Access to all possible audio-video monitoring sources available (e.g., helicopter, unmanned aerial vehicle [UAV]);
- A signal for mobile phones; and
- A list of relevant telephone numbers and call signs.

The majority of assemblies may not require elaborate control rooms or resourcing. However, the above are suggested as good practice for large events or where considerable police resources are required.

Operational Command

Operational commanders are responsible for implementing the senior commander's strategic intentions. This will include practical planning for an assembly, devising an operational plan, briefing and deployment of personnel and the management of resources during the event. In all but the smallest events operational commanders should generally be based away from the assembly site. If they are located on site for large events there is a danger that they will get involved in specific problems and issues and lose sight of the overall event. This may also cause confusion for tactical commanders, who may be unsure of who is in command of a particular function or area.

For large, complex or long lasting events, or events that take place over a wide area, there may be a need to employ more than one operational commander. If a decision is made to use more than one operational commander, the strategic commander should be satisfied that the following conditions have been met:
• Clear and commonly understood command protocols are in place that delineate lines of command and responsibility;
• That there is no gap in the command structure at the operational level that would draw the strategic commander into operational decision-making;
• Lines of communication and responsibility remain clear; and
• Each operational commander is sufficiently trained and competent to perform the role.

The operational commander will:
• Develop, review and co-ordinate the operational plan on how to police the assembly;
• Set up a command structure for operational command on the ground;
• Communicate with the strategic commander to ensure the plan meets the strategic intentions;
• Make decisions based on a human rights-based approach, using a process that considers intelligence, risks and available options, and make a record of these;
• Remain at a central command point so that he or she can take charge of any aspect of the operation;
• Brief the plan to the tactical commanders and, when the plan changes throughout the event, pass on relevant information;
• Be responsible for ensuring that the actions of tactical commanders are in line with the strategic intentions and the operational plan;

- Be responsible for ensuring that all officers are briefed about the strategic intentions and their particular roles, including any restrictions on their duties;
- Be responsible for the deployment of the various operational options; and
- Make sure that the police deployment is proportionate with the threat as indicated by the available intelligence.

Operational Command Support: In order to have an overview, the operational commander should be sited away from the event, but in a location where he or she can maintain clear communication with police on the scene and that allows the operational commander to make and record all appropriate decisions. The operational commander should consider staffing the command room with radio and telephone operators, specialist advisors (when necessary), intelligence officers, log keepers, a media officer and representatives of other key organizations (e.g., fire, ambulance, local authority).

In some countries, police use a bus to house up to six police officers, including the operational commander, media officer and radio operators. The buses are equipped to function as communication centres and provide a degree of flexibility during policing operations.

The operational command centre should also have:
- Sufficient telephones;
- Several radios (in case of malfunction);
- A command log or record of events;
- CCTV monitoring;
- Maps or a mapping system;
- The operational plan;
- Contingency plans;
- A separate briefing room (and/or meeting room);
- A signal for mobile phones; and
- A list of relevant telephone numbers and call signs.

Tactical Command

The task of the tactical commanders is to control resources deployed within specific geographic locations with responsibility for specific functions or particular assets deployed as part of the operational plan. They report to the operational commander, are deployed with specific tasks or responsibilities

to oversee, and have a number of officers under their control. There are two types of tactical command: geographic and functional.

- A geographic commander is responsible for a particular location or zone as defined by the operational commander. He or she has a number of officers under his or her control and may be in command of a number of operational options. He or she ensures that the considerations for operational deployment are met before permission is given to individual officers to use those options. The geographic commander is also responsible for withdrawing that permission when there is no further need.
- A functional commander has the same responsibility as a geographic commander. However, instead of being responsible for a defined physical area, she or he has a particular function. Some examples include:
    - *Community commanders:* These commanders and their support officers are responsible for keeping lines of dialogue open between the organizers of the assembly or their representatives and the operational commander before, during and after the event. They are also responsible for community engagement with the wider community;
    - *Traffic commanders:* These commanders and their support officers are responsible for maintaining the free flow of traffic around the assembly. They will put in place diversions or stop traffic as necessary and ensure the area returns to normality as soon as possible;
    - *Communication commanders:* These commanders and their support officers are responsible for staffing the command and control room that provides support to the police operation. The commander undertaking this role should be experienced in the use of police communication equipment, methods of communication with emergency service partners, computer mapping software and camera management, as well as how to monitor and use social media (e.g., twitter) as a communication tool to support the police operation;
    - *Crime commanders:* These commanders and their support officers will be responsible for the investigation of any crimes reported during the assembly and the supervision of the processing of any people arrested. Prior to the event, the strategic commander should set out parameters for investigation of offences related to the assembly and the prosecution policy for people arrested; and
    - Other types of functional tactical commanders may include dialogue units, those in charge of specific pieces of equipment, (e.g., firearms teams or public order units) or a media liaison officer.

The tactical commanders' role and responsibilities include:

- Having a clear understanding of the strategic goal and the policing objectives;
- Implementing policing tactics under her or his control in line with operational command (and contingencies that have been agreed with a command protocol);
- Making decisions within his or her area of responsibility and ensuring that officers within his or her area of responsibility are briefed and supervised during the operation;
- Being suitably positioned in order to carry out her or his role at all times; and
- Ensuring that all relevant information is passed up to the operational commander, as appropriate.

Tactical commanders ensure that they and their personnel operate according to the strategic intentions and the operational plan. They ensure that all of their officers are briefed on this information before the first phase of the operation commences, and they are responsible for debriefing their staff after the event.

The tactical commander will ensure that relevant information is passed up to operational commander and that relevant new information is passed to the officers who are deployed within his or her area of control. She or he will always be responsible for the behaviour of the officers under their command.

Roles and Responsibilities

Each of the three command levels has distinct roles and responsibilities in the planning and preparation of an assembly, in facilitating an assembly and in debriefing after the event. The following chapters outline the specific tasks and activities that are carried out at each stage and at each command level.

However, it should be borne in mind that some activities will be undertaken by officers at each of the three command levels and at various stages. In particular, all command officers have a responsibility to engage in communication with the event organizers and other key stakeholders, to draw upon the decision-making model and risk assessment processes outlined in the previous chapter, and to utilize the four key principles in planning and implementing their tasks.

CHAPTER 5. STRATEGIC PLANNING PHASE

In order to prepare for an assembly, the strategic commander should draw together all the strategic intentions into a written plan, which will be informed by the four core strategic principles: knowledge, facilitation, communication and differentiation. The strategic plan is a concise document that provides the overarching framework for developing subsequent operational and tactical practice. It serves as a guide for the work of the operational and tactical commanders. The strategic plan will also be the framework that informs the written record of the planning and preparation processes and any eventual debriefing activities.

In some cases, such as a spontaneous assembly or a flash mob, the police may have no, or little, prior warning of an intended assembly and will need to be able to respond at short notice. In such situations, police commanders should still seek to apply the four core principles (Chapter 2) and utilize the decision-making model (Chapter 3) in responding to and facilitating such assemblies.

Knowledge

When police first become aware that an assembly is due to take place the information should be checked to ensure its validity and accuracy. The information may come to light in a number of ways – for example by way of a formal notification or application, press coverage, social media (including online social networks) or advertising posters. Therefore, police need to ensure that there is, indeed, a serious intention to hold an assembly. Where formal notification of an intention to hold an assembly is required, the police will usually become aware of plans through a notification process. The information is then passed to the strategic commander to begin the strategic planning process.

Where no formal notice is given, the intention to hold an assembly may come to light through the media or social media, posters or flyers, or verbal communication. At this stage, the police must varify this information to create intelligence. Information is raw data and intelligence is data that has been checked and evaluated.

Information can be evaluated in a number of ways, including corroborating one source of information with a second source or by looking at previous similar events. This may mean engaging with other police services that have facilitated similar events and learning from previous experience. However,

the primary means of verification should be open dialogue between the police, assembly organizers and, where appropriate, other stakeholders, such as the municipal authorities.

Police should investigate any history of previous similar events to establish any threats or risks that have been identified in the past. Of particular value in this regard may be the debrief records of previous events and lessons learned exercises that were compiled in the past. Previous engagement with the organizers can also help in identifying key people and can indicate their abilities and strengths. It is often useful to task a specific police officer to research this at an early stage to assist the strategic commander in decision-making.

Facilitation

The police have an obligation to facilitate all peaceful assemblies at the time, place and manner of the organizers choosing, as far as possible, while also ensuring the safety of assembly members, police officers and the general public. At this early stage, the police will wish to clarify how many people are likely to be involved, the intention of the assembly (whether it is a static or mobile assembly), the time and location, and whether the assembly is likely to be contentious. Any dialogue should seek to explore how best to facilitate the assembly. The police should not seek to dissuade organizers from holding the assembly and should not pressure the organizers to make changes to their plans to suit police interests.

In some situations, an assembly may cause a serious obstruction that could potentially lead to a life threatening situation. This could be as obvious as the obstruction of the main route to a hospital or the exit from a fire station, or it could less obvious, such as emergency services' access to elderly or vulnerable people. Early dialogue between police and organizers should be used to resolve these issues by consent rather than having to impose restrictions at a later stage. Proactive policing may also help in establishing contacts that can be relied on at possible difficult situations during an event.

Communication

"No Surprises" Policy: The police should aim to adopt a "no surprises" policy to the policing of assemblies. This means that the assembly organizers

and participants should be made aware of police intentions and possible tactics. They should be aware of routine police deployments and they should not be surprised by sudden movement or a change in visible police uniforms or equipment. Ideally, the police should also be able to expect "no surprises" at the event if the organizers follow an agreed plan and arrangements. In order for this to happen, there needs to be an element of trust between the various parties, particularly between the police and the assembly organizers. This trust may take a period of time to develop, but the starting point must be dialogue. Surprises may occur, despite the best efforts of both the organizers and the police. However, by addressing the most likely scenarios and outcomes, the opportunities for this to happen can be reduced. Proactive policing of order is always preferable to the reactive policing of disorder.

The police should attempt to contact the organizers once they are made aware of an intended assembly, even in cases where they were not notified. Communication is a two-way street – dialogue will allow the police to highlight any concerns they may have for the planned assembly and to understand the needs and concerns of the organizer. One good practice is for the strategic commander to identify, early on, an officer to build trust with the organizers throughout the planning process and to provide the organizer with a link to the operational and tactical commanders, when necessary. It may also be appropriate to invite the assembly organizer to meet with the command team, so that any concerns can be addressed and trust built for future assemblies.

During the event, police commanders will gather information through communication with organizers and what they can see on the ground or via camera. Monitoring and communicating through social media (e.g., Twitter and Facebook) about the assembly can be a useful tool for the police. Social media can be used not only to gain situational awareness, but also to send out event updates, to re-assure and counter potential misinformation.

Dialogue: In some cases, the organizers may be unwilling to speak with the police or feel uncomfortable doing so. There should be no obligation to do so. While the police should always emphasize that they are willing to talk with whomever wishes to engage with them, any reluctance on the part of the organizers should not be an excuse for police to prohibit or to overly restrict the assembly.

If trust between assembly organizers and police is low, police commanders should be willing to explore other means of communication to establish dialogue with the organizers. The police may, thus, need to consider alternative

methods of communication, for example discussions may take place over the telephone, by electronic communication or through a "go between", such as a legal or political representative or a non-governmental organization. This may not be the ideal way of communicating, but it is better than no communication at all.

Where no communication with the organizers is possible, the police may want to engage with the press or social media to send out a clear message about police intentions prior to the assembly. It is imperative that the message be that the police intend to facilitate any peaceful assembly, while also maintaining public order, and that this is conveyed in a way that the organizers of the assembly find reassuring. Police commanders may also wish to point out what constitutes a peaceful assembly and that stirring up hatred or violence by the organizers or the participants of the assembly is a violation of applicable laws.

Stakeholders: At an early stage the strategic commander should identify and engage with other relevant stakeholders that may be affected by the assembly. Early engagement with business or residential communities can allow people to make alternative arrangements to ensure that disruption can be minimized, although stakeholders should be made aware that even a peaceful assembly may temporarily hinder, impede or obstruct the activities of third parties, and may include conduct that annoys or gives offence.

The police may also wish to engage in dialogue with politicians, political parties and other relevant authorities who may play a crucial role in increasing or decreasing public tensions in advance of certain public assemblies. However, it is also important that the police maintain their independence from political influence and are recognized as independent. Police should ensure that any dialogue with political parties is inclusive of all points on the political spectrum.

Media: Having a professional relationship with the media is important for any police service. Police should also remember that media organizations are independent bodies and are not responsible for presenting pro-police views. However, if the media understand the legitimate aims of the police, their reporting may assist in facilitating a peaceful event. Where appropriate, holding pre-assembly press briefings to outline strategic intentions can assist in facilitating a peaceful assembly. Having a functional operational commander act as a press liaison officer to ensure that any media strategy can be amended or enacted in real time may be appropriate.

In large or complex events, consideration should be given to appointing a media advisor to provide advice to the command team on the scale of media interest in the event, to act as a contact for the media and to advise on media lines for press statements.

The strategic commander should, therefore, develop a media strategy to explain how and when information will be passed to the press and to identify the press liaison officer. All information given to the media must be factually correct. If any part of the information given to the press is proven to be incorrect then everything the police say may be called into question. If a police officer is not sure of the answer to any question, it is better to say so than to provide a potentially incorrect answer.

A media strategy should be split into three parts: before, during and after, and it can:
- Assist with public safety;
- Provide vital information to the general public;
- Promote confidence in the police;
- Act in the prevention of crime; and
- Promote understanding of police action.

Police should, as a matter of good practice, provide to the press:
- A single point of contact;
- Regular briefings to provide information, rather than waiting for questions;
- Establish a media staging area where briefings can take place; and
- Provide information about the assembly before it takes place.

It is vital that all levels of command are briefed about the media strategy and know a specific operational commander or press spokesperson they may call on to speak to the press.

Differentiation

It is important that the police are able to gather knowledge about the likely participants and the range and diversity of participants in an assembly at an early stage. This will be important in enabling them to plan effectively, to ensure that appropriate resources are available and to establish lines of communication with key groups and organizations at an early stage.

Risk Assessment

In assessing potential risks and hazards, the strategic commander should always be mindful of a variety of possible different scenarios that may unfold in the run up to and during the assembly. Scenarios may be impacted by factors such as the number of people who may attend; their political affiliations; the purpose of the assembly, including whether they relate to other events taking place at the same time (e.g., visits of heads of state, summits); the presence of counter demonstrations; the presence of other activities in the vicinity; the location of the assembly and the route, if it involves a march; and the time of day, weather conditions and other potentially relevant factors.

Information and intelligence are important assets in risk management. It is the responsibility of the strategic commander to ensure that a proper intelligence function is part of her or his event management operation and that there is good communication between the information organization and the command team to ensure that the necessary information is gathered and is actually used in decision-making processes.

Strategic Intentions

In preparing for an event, the strategic commander should always refer to the four strategic principles: knowledge, facilitation, communication and differentiation in developing the strategic intentions for the strategic plan.

Strategic Plan: Once the early engagement has taken place and potential risks have been identified the strategic commander will be responsible for developing the overall strategy into a strategic plan. A strategy is a short, written document that should be dynamic and capable of revision in the light of ongoing threat and risk assessment and analysis. The strategic intentions, which will set out the policing role and how the commander wants the policing of the event to proceed, should be clear and precise so that no misunderstanding can take place. They should be reviewed regularly to ensure that they are still appropriate to any change in circumstances. Examples of strategic intentions may include: ensuring the safety of participants, police and the general public; facilitating a peaceful assembly; preventing and detecting crime before, during and after the assembly; a policy relating to arresting people who may have broken the

law;[21] and minimizing any interference with the rights and freedoms of others.

When setting the strategic intentions, the commander may wish to consider the following:
• Location, scale, timing and size of the assembly;
• Specific type of assembly (e.g., march, rally, parade);
• The diversity of participants within an assembly (e.g., the balance between males and females, adults and children, able bodied and disabled individuals);
• The role of the police (e.g., facilitation of peaceful assembly or opposition to violent assembly, protection of premises);
• Level of media attention (e.g., could this swell the numbers on the day);
• Wider policing implications (e.g., implications for communities or other events);
• The potential impact of the assembly on the wider population and specific minority communities;
• History of similar events; and
• Results of any risk assessments conducted.

When two intentions conflict or the commander feels that one has higher risks, this needs to be explained when outlining the strategic plan. Each event is different and should be assessed on its individual merits. Strategic intentions should be well understood by every officer involved in the planning and operational deployment of the event. The strategic intentions should identify the anticipated outcome as preferred, acceptable or unacceptable. By identifying the potential outcomes, the strategic commander should be able to create contingency plans to resolve any unacceptable outcomes that may arise.

---

21   In many countries this requires previous consultation with the public prosecutor.

Figure 3. An Example of Strategic Outcomes:

Preferred Outcome	Acceptable Outcome	Unacceptable Outcomes
Event passes peacefully, no major incidents.	Minor disorder, dealt with, without sparking further violence.	Widespread disorder, extensive property damage, multiple police and civilian casualties.

The strategic commander may also identify, appoint and brief an operational commander at an early stage and may wish to consult with her or him, relevant advisors, the assembly organizers and key stakeholders in formulating the strategic intentions.

Policing Parameters: The strategic commander will give guidance to the operational commander on how to deal with a number of issues. These may include:
• An assembly continuing beyond the expected duration, as this would normally have to be facilitated, taking into account the potential impact on other factors, e.g., other assemblies or public events, or any negative impact on the rights of others;
• Iconic locations, such as government buildings, places of worship, memorials, that are symbolic or strategically important;
• Important people who may need special protection;
• Tactics that should not be used for various reasons, e.g., restrictions on the use of CS gas (the compound 2-chlorobenzalmalononitrile, commonly known as tear gas);
• Setting the investigative parameters, ensuring the investigative unit is properly resourced and that it has strong links with the intelligence function; and
• Other responses to offences committed during the assembly.

The strategic commander should also set the policing style (the way of interaction with the assembly, i.e., non-confrontational, facilitating) in the strategic plan. The policing style can have a direct impact on the dynamics within an assembly and between participants and the police and can either assist dialogue or create suspicion and heighten tensions. A confrontational policing style that restricts movement, deploys riot geared police, etc., can lead to tensions and possible escalation and violence, even though an assembly may start peacefully.

Resourcing: The strategic commander has the responsibility to ensure the availability of adequate personnel (including both front line officers and those in supporting roles, such as investigation and intelligence) and equipment for the safe policing of the assembly. He or she must consider the resources available, the demands from other areas of police responsibility and the training and skills of their officers. It is vital that officers who are to be deployed with the option to use force, including water cannons or CS launchers, for example, are appropriately trained and supported by an effective command and control structure and have clear instructions as to when each force option may be used.

Finally, the strategic commander is responsible for briefing the operational commander on the strategic intentions and the other elements of the strategic plan so that the operational commander can formulate an operational plan. New information received by the strategic commander may mean that the strategic intentions need to be amended, in which case updated information should be passed on to all other officers as soon as possible.

**Checklist
Responsibilities of the Command Team
at the Strategic Planning Stage**

Strategic command will:
Refer to the four strategic principles - knowledge, facilitation, communication and differentiation - and decision-making model in preparing for any assembly;
- ✓ Check information on the event, organizers, etc.;
- ✓ Open lines of dialogue with organizers and stakeholders;
- ✓ Form a media strategy;
- ✓ Begin to identify risks and hazards;
- ✓ Set operational parameters and policing style;
- ✓ Define strategic intentions;
- ✓ Identify and brief the operational commander;
- ✓ Ensure the provision of adequate resources; and
- ✓ Draft a strategic plan.

CHAPTER 6. OPERATIONAL PLANNING PHASE

Once the strategic plan is passed to the operational commander, he or she will take primary responsibility for the next stage of the preparatory work. The operational commander will develop a written operational plan to explain how the police intend to facilitate the peaceful assembly. As with the development of the strategic plan, the operational commander must prepare the plan with reference to the principles of knowledge, facilitation, communication and differentiation. The plan will identify individual police resources and officers and assign them to particular policing operational options. The operational options will then be employed to achieve suitable policing objectives which will themselves be linked to the strategic plan.

In some contexts there may be a need to appoint more than one operational commander. If this is done, then consideration must be given to ensure clear lines of responsibility and boundaries between the operational command and strategic and tactical commands. Where an issue spans the two commands there is the potential for both a delay in the decision-making process and confusion as to who is responsible for any police action.

- The **operational plan** will outline how the police will achieve their strategic intentions and, more specifically, how the police are to handle the assembly.
- The **policing objectives** follow from the strategic intentions and may include the protection of iconic locations or specific people, or preventing disruption of public transport. The starting objective should always be facilitation of an assembly, but consideration must be given to how the police might respond to disruption or violence in a proportionate manner.
- The **operational options** are the means used to achieve those policing objectives. For example, to achieve the policing objective of facilitation of an assembly, the operational commander may use the operational options of community police officers. Alternatively, when faced with a violent assembly, the policing objective may be dispersal and, in extreme circumstances, the operational options may include the use of CS gas and/or water cannon.

In seeking to translate the strategic plan into an operational plan, the operational commander will need to draw on any new information or intelligence, will need to review any risks, and may thus need to suggest changes to the strategic plan. Any necessary changes will need to be incorporated into the plan before the police clarify or define their policing objectives.

Knowledge

Before deciding which policing objectives are best suited to the situation, the operational commander must gather relevant and up–to-date information. The strategic commander will have passed on the basic information, but now more details are required. This may include details about the physical characteristics of the site, the specific time of the assembly and its dispersal, the reason for the assembly, public interest, the likely number of participants, possible opposition and specific information about the intent of individuals or groups likely to attend.

Information must be gathered about the following areas:
- Why is the assembly taking place? Who is the assembly for or against? Could the presence of police inflame the demonstrators or onlookers? Is the focus of the assembly likely to trigger a (violent?) response from other parts of the society?
- Who will be taking part in the assembly? Previous history? Age and gender profile? Known intelligence on intentions? Who are the local community? Who are the transient (passer-by) community? Will there be counterdemonstrators or hostile members of the audience?
- What are the intentions of the participants (note that intentions among participants and groups within the assembly may differ)? Is there intelligence about secondary intentions? Some sub-groups attending an assembly may have the intention of mounting a secondary protest or demonstration.
- Where is the assembly due to take place? Are there any significant locations that may be targeted by the event or some of the participants or counterdemonstrators? What traffic concerns are there? Intended route?
- When will assembly take place? What time of day and year? What are the weather conditions? Travel implications (availability of public transport at time of dispersal)?
- How are individuals going to arrive at the assembly? How are they intending to leave? Are there suitable exit routes and transport from the assembly point? Is it going to be a static event or a march? Will there be structures built, such as stages for speakers or loudspeakers?

This information will enhance the intelligence already supplied by strategic command. Where new information comes to light, the operational commander must remember not only to pass it down to the tactical commanders, but also up to strategic command, so that adjustments can be made to the strategic plan or additional resources can be allocated.

One important part of gathering information is actually walking the ground and looking at the topography and geography of areas where the assembly is going to take place. Without this, some important factors, such as traffic restrictions, building maintenance, roadwork or other obstacles can be missed or overlooked.

Risk Assessment

Identifying initial risks and hazards should be completed by the strategic commander. However it is during the operational planning that risk assessment is used to its fullest extent. Taking into account all the available information, the operational commander should be able to identify most of the possible risks and hazards that could impact the policing of the assembly. Risks may include the presence of groups or individuals who may intend to disrupt the assembly or provoke violence, while a hazard can be anything that can cause harm or injury, for example vehicle traffic on a busy road, or areas where people are at risk of tripping or falling, such as steps or low fencing.

On the basis of the identification of risks and scenarios associated with these risks, the commander can prioritize the most important issues that are likely to arise during the assembly and put in place appropriate control measures to reduce or remove the risks. This may mean, for example, the introduction of barriers to control the flow of traffic in order to remove the risk of people being injured or to reduce the risk of trip hazards, or placing uniformed officers at specific places to reduce the likelihood of violent behaviour by individuals or small groups.

Reports of women being sexually assaulted within crowds serve not just to deter women from attending protest events, but also to discredit the protesters themselves. Perpetrators often feel that they can commit these crimes with impunity. It is important for the police to make clear that sexual violence will not be tolerated and will be punished. Where possible, police should engage in advance with women's groups and others to talk about women's safety and male and female officers should monitor women in the assembly to ensure their safety. When the police show they take these risks seriously, they are less likely to occur.

There have been some instances in which the police or security forces have instigated sexual violence this is especially true in patriarchal societies where it may be believed that women have no place on the streets protesting.

As this appears to be an increasing issue, it is also critical to consider such issues at the planning stage, including how women can report sexual violence at or after an event.

Facilitation

Having considered the intelligence and risks, the operational plan will show exactly how the police intend to achieve the strategic intentions. It will be for the operational commander to look at the whole event and decide when the following objectives apply to facilitating a safe event.

The starting point for the police should always be to consider how best they may plan for facilitating the assembly to meet the desires of the organizers. Facilitation of peaceful assembly must be the objective even when the participants do not comply with all aspects of domestic legislation. While the organizer may not have complied with the law, the individual assembly member may be unaware of this. In any case, legal action can be taken after the event and force should never be used on an assembly just because of a failure to comply with a notification requirement.

Imposing Restrictions: If a decision is made to impose restrictions on an assembly, either by the relevant authority in advance of the event or by the police during its course, then any decision to do so must be informed by the human rights principles outlined above. The police should always communicate a clear rationale for suggesting or imposing restrictions and the organizers should always be offered reasonable alternatives when a restriction imposes a significant burden on the assembly. It is always preferable to negotiate potential restrictions with the organizers rather than impose restrictions without prior warning. Some restrictions may be more readily negotiated, such as avoiding dangerous routes, preventing obstruction to key locations or amending the timing of an assembly. However, other restrictions may be resisted and, thus, legally opposed and be subject to challenges by the organizer. It is important, therefore, that any restrictions identified in the operational planning phase should be communicated to the organizers as soon as possible. Before imposing restrictions the police should consider the following:

- *Legitimate grounds for regulation and restriction*: The legitimate grounds for restriction are prescribed in international human rights instruments. These should not be supplemented by additional grounds in domestic legislation. However the legitimate grounds will necessarily be interpreted according to local context by local by-laws or by the relevant authority;

- *Public space*: Assemblies are as legitimate a use of public space as any commercial activity or the movement of vehicular and pedestrian traffic. This must be acknowledged when considering the necessity of any restrictions;
- *Content-based restrictions*: Assemblies are held for common expressive purpose and, thus, aim to convey a message. Restrictions on the visual or audible content of any message should face a high threshold and should only be imposed by police if there is an imminent threat of violence;
- *Sight and sound*: Public assemblies are held to convey a message to a particular target person, group or organization. Therefore, as a general rule, assemblies should be facilitated within "sight and sound" of their target audience; and
- *Time, place and manner restrictions*: A wide spectrum of possible restrictions that do not interfere with the message communicated is available to the regulatory authority. Reasonable alternatives should be offered if any restrictions are imposed on the time, place or manner of an assembly.

The strategic commander has overall responsibility for the event, outlining the strategic intentions, strategic plan and operational parameters. Any pre-event restrictions must feature within the strategic commanders thinking and relevant plans. Any restrictions imposed during the event, for example as a result of an incident or violence, will have to be the decisions of operational commanders (and should have been thought through beforehand as contingencies by the command team). Such contingencies should be discussed with the strategic commander beforehand (unless life is at risk) because of their impact on the overall plan and, potentially, on the resource levels for the assembly. However pre-exiting contingency plans may be modified if the situation so requires (i.e., life is at risk).

The police should always remember that assemblies should, as far as possible, be facilitated without the imposition of any restrictions on the organizers and that any restrictions should be the minimum necessary to achieve the legitimate aims of the state authorities.

Communication

The dialogue initiated by the strategic commander must be expanded upon at the operational command level. The police should always aim to ensure continuity in personnel who engage in dialogue with specific organizers. This will facilitate the development of personal relationships and help to build mutual

trust. They should also ensure that there is a clearly defined single line of communication with external organizations in order to avoid confusing or contradictory messages being conveyed.

Tactical commanders who can serve as liaison officers with organizers should be identified and their roles and responsibilities agreed before the operation begins. Such officers should be skilled in facilitating dialogue, in negotiation and mediation skills. At this stage, special consideration should be given to ensuring that language and dialect issues are considered so that interpreters can be engaged and retained all the way through the process.

The police should aim to ensure that communication is a two-way process: that the police not only gather information to aid the facilitation of the peaceful assembly, but that they also provide appropriate and sufficient information to other key parties to enable them to contribute to the facilitation of peaceful assemblies.

The police should always bear in mind that engagement with organizers principally helps to identify the organizers' desires and intentions for the event, to identify any potential risks and hazards and, thus, to determine what the police will need to do to address any risks and facilitate the assembly. Open and face-to-face conversation can allow for such discussions to reach a successful and mutually acceptable conclusion.

Uniform: The appropriate style of uniform is important for sending out the correct message to the public. However, officers are also entitled to be protected from violent attack. This careful balance of wearing the right uniform at the right time must also be based on the likelihood of threats and the risk that gearing up with protective equipment too soon or too late may cause a flashpoint for violence. Body protection may be worn under the uniform. All uniforms and or helmets should be marked with the police officer´s service number, in order to make it easier to identify the individual if the officer acts in an inappropriate way as well as for welfare, medical and command reasons.

Differentiation

When police identify whom to engage, they should remember that there are a variety of different individuals and groups who may participate in the assembly, and some may have aims and interests that differ to those of the organizers. When looking for the appropriate groups to talk to, consideration should

be given to the identification of particularly vulnerable that may be involved in the event. There will also be a variety of individuals and organizations that may be affected by or impacted by the assembly in different ways, and who may need to be included in dialogue processes.

Contingencies

Early engagement with emergency services will allow the police commander to address contingency planning. This means examining the "what ifs" that could occur during the policing of the assembly that could result in a major incident. A major incident is an emergency that requires the implementation of special arrangements by one or more of the emergency services or local authorities. This may be due to:
- The rescue and transportation of a large number of injured people;
- Any incident that requires the large-scale combined resources of emergency services;
- The mobilization and organization of emergency and support services to cater for the threat of death or serious injury to a large number of people; and
- The handling of a large number of enquiries, usually to the police, likely to be generated, both from the public and the media.

Potential risks and hazards that should be considered may include:
- Major crush injuries;
- Fires in covered areas;
- Structural collapse, for example where temporary stages for speakers or tiered seating for the audience has been erected; and
- Severe medical emergency.

Police Commanders should also be aware of the possibility of unforeseen changes to the local context that are unrelated to the policing of the assembly. These may include matters such as:
- Infrastructure failure;
- Unexpected road closures; and
- Severe weather conditions.

Operational Options

Once the policing objectives have been determined, the operational commander must decide on which policing tactics to use to achieve these. The

availability of specific operational options may vary as a result of resource restrictions by the strategic commander. However, the operational commander should always give preference to options that are conducive to dialogue and peaceful assembly management, in line with the ideal "proactive policing of order is much preferable to the reactive policing of disorder". While the police may have a variety of possible resources to draw upon, wherever possible policing practice should refer to the basic principles of facilitation and communication in order to achieve strategic intentions.

Among the key factors that will need to be considered are:
- Dress code (e.g., whether officers wear daily uniforms or riot equipment);
- The number of officers to be deployed;
- The method of officers' deployment (e.g., low numbers on foot as a discreet presence, high impact deployment through large numbers in groups of vehicles, visible deterrence at vulnerable buildings);
- Types of equipment and vehicles that are visible to participants in the assembly;
- Tactical options deployed in plain view (e.g., dogs or water cannons);
- Manner of briefing (e.g., does the briefing require specialist photographs or video footage to ensure complete understanding);
- That the use of certain tactics can impact negatively a assembly (e.g., low flying helicopters or the use of police dogs);
- Evidence gathering;
- Crime reporting and investigation; and
- Custody strategy.

The operational commander should remain mindful that the police presence may serve to increase tensions or, alternatively, serve to reassure people, and that while the police may emphasize the use of verbal communication, the commander should be mindful of the importance of non-verbal communication and the impression that a police deployment may convey to participants in an assembly. For example, a large number of police officers deployed in protective equipment with helmets and shields and with the visible presence of water cannons or other such equipment, will create a very different impression than when police are deployed in routine uniforms. If the police wish to be able to work with the organizers and participants in an assembly, they should aim to deploy officers in equipment and numbers that convey an impression that they are willing to talk and work together to facilitate the assembly.

If the operational commander is concerned about the potential for disorder, then police reserves in appropriate numbers and with appropriate equipment should be deployed nearby, but out of sight of the body of the assembly.

The operational commander should also give consideration to the gender balance of staff deployed, taking into account all the information and intelligence available. This should ensure an adequate representation of female officers to be able to deal appropriately with a variety of potential scenarios and contexts.

The following section outlines some of the range of specialized police roles, types of equipment and weaponry that may be available to be deployed to achieve specific policing objectives.

Police Roles

Community Liaison Officers/Dialogue Police
These are officers who are responsible for direct engagement with the members of the assembly or local community. They will be specifically trained for communication and negotiation and will be under the direct control of the operational commander. Communication between police and assembly organizers should not be a means to gather intelligence to be later used against these organizers.

Deployment of these officers can:
- Explain the intentions of the police to the public;
- Engage directly with community mediators;
- Build up trust between individuals;
- Improve the communication process between organizers and police command; and
- Support the "no surprises" principle.

However, care should be taken not to:
- Put these officers in positions of danger or isolation within the crowd; or
- Redeploy these officers in the role of riot control.

Cycle Units
The use by some police forces of officers deployed on bicycles has proved effective in cordoning or escorting groups in a non-aggressive way. They are essential for protests involving cyclists. If well trained and drilled, cycle units can quickly become a barrier or filter to slow down an assembly's movement.

Considerations:
- Bicycles need to be capable of being ridden at slow speeds;
- Officers need to be suitably trained;
- Officers should be deployed in teams of at least two cycle officers;
- Officers should not be deployed where assemblies are likely to become aggressive; and
- Officers should be careful not to become isolated.

Crowd Management Officers

These are officers who are dressed in normal, unprotected uniforms but are specially trained to work together and who, when deployed together as a unit, can engage with peaceful assembly tactics (i.e., open lines, reinforced lines, wedge small-team tactics).

Such officers may be utilized as a modest presence, carry out patrols in the area, engage with participants and, generally, to facilitate the activities associated with the assembly.

They have a number of advantages. If correctly trained, they can:
- Interact easily with the assembly;
- Assist people in distress (e.g., in cases of accidents, lost children)
- Present a less aggressive image;
- Allow the assembly to move past them or move easily through the assembly to deal with specific problems; and
- Assist in returning the area to normality.

They do have drawbacks, however:
- They may be poorly protected against projectiles or personal assault; and
- They must remain together under the operational authority of their unit commander to be effective.

Riot Control Officers and Units

These officers are fully equipped with protective equipment, including helmets, shields, body armour and batons and are specifically trained to deal with serious public disorder. They should remain out of sight of the assembly as long as possible and be deployed only if the situation is deteriorating or there is credible risk of violence by counterdemonstrators or other groups.

They have a number of advantages, including that they:
- Are well protected against projectiles and personal assault;

- Possess a high level of specific expertise in riot control, are specifically trained and well equipped, and should have a high level of personal discipline;
- Can move quickly and engage with disorderly assemblies or their elements; and
- Have capabilities for individual use of force in a collective policing environment.

The drawbacks with the deployment of these units are:
- Their presence alone can often send a negative message to participants;
- They may become overly aggressive or undisciplined;
- Communication will be severely diminished both with other police officers and with members of the public, due to protective headgear;
- As long as they are required, the situation cannot return to normality. However, actions such as removing helmets and lowering shields may be a form of non-verbal communication that can assist with de-escalation; and
- The health and welfare of officers is a concern, as they can become dehydrated quite quickly in warm weather while wearing full protective equipment.

Arrest Teams

The use of arrest teams during disorder or potential disorder is a way to detain and remove individuals from an assembly who may influence others around them into violence.

Considerations when deploying arrest teams include:
- They must be specifically trained, be well equipped and have a high level of personal discipline;
- They must act on accurate and reliable information to deal with specific individuals;
- Deciding whether arrests need to take place right away or after the event (possibly using evidence from CCTV or evidence gathering teams);
- Determining the number of officers who must leave the front line to facilitate effective handling of arrested persons; and
- Their actions may provoke solidarity actions or even cause resentment and escalate hostility toward the police among participants.

Evidence-Gathering Teams

The deployment of still or video cameras at an assembly can be a means not only to gather evidence of offences, but also to provide a psychological inhibitor that can discourage potential criminals and troublemakers from breaking the law. Criminals may seek out assemblies to commit offences such as theft or sexual assaults.

The purpose of such evidence gathering should be clearly communicated to organizers and participants.

However, covert surveillance equipment or practices should only be resorted to after a review of the human rights implications of any use of such activity and, if necessary, judicial authorization has been sought and approved. Therefore, evidence-gathering teams should only be used to gather evidence for criminal proceedings and should:
- Always be deployed in police uniform;
- Gather their evidence in full view of the public;
- Be properly trained and equipped;
- Be properly directed (e.g., under the command of a functional commander);
- Be used in accordance with statutory requirements;
- Be aware that, in some cases, pointing cameras directly at individuals at close range may be considered provocative and may lead to disorder;
- Store the photographs or video in a secure manner that cannot be accessed by unauthorized personnel;
- Be able to present their evidence in an appropriate manner to a court;
- Record not constantly, but in response to an increase in tension or the danger of criminal offences or violence occurring; and
- Retain film and photos that are limited to immediate law enforcement needs or evidence in court proceedings, and not long term.

Note, though, that all police officers, independent of duty, must be ready to give full written statements regarding their observations during operations and be ready to provide testimony in court against criminal behaviour.

Plain Clothes Officers

The use of plain clothes officers (either in a reconnaissance function or as part of an arrest team) to be present within the assembly requires careful management. First, the use of undercover officers will engage

the right to private and family life[22] (Art. 17 ICCPR) and, therefore, the actions of undercover officers must be tested against proportionality and necessity.[23]

Commanders must also consider:
- The safety of the officers and their ability to safely negotiate their way through an assembly;
- The impact of the loss or theft of any article of police equipment (e.g., firearms and radios) on the operation; and
- That officers must not act as *agents provocateurs* and may never instigate, participate or incite illegal actions within the assembly.

Mounted Police Officers
Mounted officers are used in some OSCE countries to escort or manage large or potentially problematic assemblies and may be more effective than officers on foot in some circumstances. However, horses are not common as a police operational option and may appear as threatening to participants.

Considerations for the use of mounted police include:
- Mounted officers may have a better view of the assembly and onlookers and can gather information on numbers, assembly behaviour and predicted problems;
- They may be a useful resource to communicate with participants due to their visibility and access to the crowd;
- Any co-ordinated deployment into an assembly should be authorized by operational command, because, in some contexts, horses may cause unintended injuries to pedestrians;
- Police should never consider horses as weapons or means of force;
- A warning should be given before deploying horses at assemblies;
- Horses have different requirements, and advice should always be sought from the senior mounted officer;

---

22   In the case of Mark Kennedy, an undercover police officer with the United Kingdom Police, it was revealed that police officers formed long-term, intimate relationships with activists, had children with them, and became part of their extended families. In other cases the identities of dead children were used to create covers for the law enforcement officers. See Paul Lewis and Rob Evans, "UN official calls on British government to investigate undercover police scandal", The Guardian website, 23 January 2013, <http://www.theguardian.com/uk/2013/jan/23/un-official-undercover-police-scandal)>.

23   Statement by the United Nations Special Rapporteur on the rights to freedom of peaceful assembly and of association at the conclusion of his visit to the United Kingdom. See more at: <http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=12945&LangID=E#sthash.gUJ3z9T0.dpuf>.

- Horses will need stabling and veterinary services nearby, and they will not be able to be deployed as long as humans;
- Mounted officers in full personal protection equipment have similar time and dehydration constraints as officers on foot; and
- Mounted officers may be used for evidence gathering, as they have a good view due to their elevated seating position. In this case, they should be equipped with helmet cameras;

Police Dogs

Dogs are used by many police organizations in various forms of police work and can be deployed individually or as part of larger team. However, because dogs can be intimidating and provocative, they should not be used routinely, but only in specific circumstances. They are not suitable for dealing with large assemblies.

Considerations for the use of police dogs include:
- Dogs should not be used for riot control, containment or dispersal;
- Dogs and dog handlers must be trained to a high standard;
- Dog handlers should always be supported by foot officers;
- A warning should be issued before the deployment of dogs with handlers into an assembly;
- Dogs cannot discriminate between those who are breaking the law and those who are not;
- The use of dogs may be considered provocative, threatening or offensive, and their deployment could provoke situations;
- Dogs require suitable transportation and veterinary services, so advice should always be sought before deployment; and
- The use of dogs may disproportionately affect some faith group's communities who have historical perceptions of the use of dogs.

Resources and Equipment

Barriers

Different types of barriers may be used in peaceful assembly management, taking into account the "sight and sound principle". To limit the movement of violent assemblies or, in some cases, obscure the view of opposing factions barriers can be made, intended or adapted:
- Made barriers include natural walls, buildings, shrubbery or foliage, or constructed functional walls to separate communities. Some buildings, such as embassies, have been constructed with intentional barriers;

- Intended barriers include crowd control barriers (sometimes called French barriers), Mojo Barriers (used at concerts and stage events), chicane barriers (used to slow crowd movement), Heras fencing (many different types), and tape; and
- Adapted barriers include vehicles, police officers, cycle units, mounted units or metal shipping containers.

The main considerations in the use of barriers include:
- They must be in place well before the assembly forms or starts;
- Physical barriers impose restrictions on an assembly, so organizers should be informed if the police intend to use barriers as part of the "no surprises" approach and in order to protect the assembly;
- They will serve as an obstruction to the movement of the police, as well as the demonstrators;
- Police should ensure that there are suitable exit and entrance points;
- Human barriers allow for dialogue, but they also can provoke reaction and aggression;
- Physical barriers may limit dialogue, but may also prevent an overreaction by the police or by participants in an assembly by limiting physical contact;
- The barrier type used needs to reflect the risks. For example, crowd control barriers can easily be turned into weapons by aggressive members of assemblies;
- Physical barriers cannot be easily moved, limiting rapid deployment; and
- Most barriers will limit the movement of people and in volatile situations individuals may become trapped or even crushed around them.

Screening Smoke

The use of smoke can create a visual barrier that allows the redeployment of police or removal of vulnerable people out of sight of other demonstrators.

Considerations for the use of smoke screens include:
- Smokescreens should only be deployed in case of violent assaults against police forces (firearms, incendiary or explosives devices);
- Smokescreens should only be deployed under the authority of operational command;
- Smoke can change direction with the wind, while strong wind may make the smoke ineffective;
- Smoke may obscure the police from the assembly, but also obscure the assembly from the police;

- Screening smoke may be confused for tear gas by participants in an assembly and may provoke hostile reactions or panic;
- Avenues of escape must be considered for the assembly in case of panic behaviour;
- Allegations can be made that smoke was used to screen questionable police behaviour;
- A warning must be issued before use, except in case of emergency;
- Smoke canisters should never be directed towards people; and
- The smoke may have a negative impact on police action.

Use of Police Vehicles

The use of police vehicles as a tactic needs careful definition. There are no circumstances in which it would be acceptable to drive a vehicle at speed into an assembly. Such an action would be an indiscriminate use of potentially lethal force and could not be justified in terms of human rights.

Considerations for the use of police vehicles include:
- Vehicles may be used as mobile barriers;
- Vehicles may be used as public address systems to communicate with participants;
- Vehicles may be used to provide lighting;
- Vehicles may be used to transport large numbers of officers, transport arrested people or equipment;
- Vehicles may be used to provide protection against projectiles;
- Vehicles may be used as a show of strength to discourage unlawful behaviour;
- Drivers must have received suitable training and be in possession of the appropriate license; and
- The use of horns or lights may affect the behaviour of the assembly.

Artificial Lighting

This can be used to illuminate an area to reduce health and safety hazards or reduce the perception of anonymity by individuals. Lighting can assist with intelligence and evidence gathering. If an assembly has been planned to take place in poor natural light, artificial lighting may be considered during the planning process.

Considerations, artificial lighting can be:
- Deployed from aircraft (nightsun);
- Vehicle mounted;
- Ground based;

- Hand held; and
- Some lighting may require external power sources.

Air Support

Air support, where available, can be a major asset to any command team by providing an overview of an area, as well as by enhancing evidence and information gathering. There are various types of air support that can be deployed including:

- Helicopters;
- Fixed wing aircraft;
- Airships;
- Hot air balloons; and
- Remote control drones.

Considerations for the use of air support include:

- Cost;
- Availability;
- Fuelling and flight time;
- Air support can assist in the effective deployment of resources;
- Overhead surveillance may be seen as provocative and lead to escalation of tensions on the ground;
- Lasers may be used against pilots;
- Noise from aircraft can impair communication; and
- Landing and take-off capabilities are necessary.

Weaponry

Before any form of weapon is deployed by the police, consideration should always be given to ensure that force is necessary at that specific time, and that any force that is authorized always remains proportionate, i.e., that the form and level of force used is the minimum necessary to achieve the desired aim and that its negative consequences do not outweigh the legitimate objective. This means that force should not be used if the required level of force would cause excessive harm to those against whom it is intended to be used, and care should be taken to ensure that no harm is caused to bystanders or peaceful participants.

It is vital to remember that the use of force is potentially lethal and that any use of weapons may have a particularly harmful impact on certain vulnerable groups including, in particular, children and young people, the elderly and people with disabilities or other forms of physical impediments.

Any use of weaponry and the lines of authorization and warnings given should always be fully documented for subsequent review after the event has ended.

Shield Lines

Police officers deployed in protective equipment wearing helmets and carrying shields create a barrier and offer a show of strength that can discourage violent behaviour. However, in some situations the deployment of a shield line can have the opposite effect, encouraging violent reactions and provoking disorder. The use of shields is primarily a means of protection, employed to stop projectiles from hitting officers. They can be used in conjunction with batons (see below) in an offensive mode or the flat face of the shield can be used to push individuals. Care should be taken not to use the edge of the shield offensively, as this can cause serious injuries, especially with strikes to the head or neck area, which may be lethal.

Considerations for the use of shield lines include:
- All police officers must be suitably equipped;
- A shield deployment requires specific training, fitness and selection of officers;
- Firm command and control must be in place, with first-line supervisors ready to restrain officers who over react;
- Any such deployment will restrict the ability of police to negotiate and communicate;
- When the shield officers are no longer required, they should be withdrawn; and
- In case of an attack, shields may be turned like a steering wheel by offenders, thus causing serious injuries to police officers.

Batons

The use of batons by police in a co-ordinated, disciplined way can move or disperse violent participants in an assembly or protect individual police officers from attack. Any use of a baton strike should be justified against the requirement of proportionality. Batons should only be used when other lower level uses of force have either been tried and were ineffective or are impractical.

Considerations for the use of batons include:
- Can be used as a show of strength and a visual warning to the protestors to dissuade individuals from violence or encourage them to move away;
- Should not be used provocatively, i.e., beating police shields with batons to "stir up" the crowd;

- Use of batons will be seen as aggressive and threatening and may lead to an increase in tension and an escalation of violence;
- A warning about the use of batons should be issued, but may be waived if the circumstances do not allow, or if the immediate use of a baton is necessary to eliminate a hazard;
- Unless there is a risk of death or serious injury, baton strikes should never aim at the head or shoulders, as well as to the genitals, spine and other vulnerable parts of the body, as they could constitute a lethal use of force or cause serious injury;
- Once the legitimate purpose of the baton strike has been met, the use of force must cease;
- The responsibility for the use of force lies both with the officer giving the order to use or draw batons and with the individual officer who uses the baton; and
- Such use of batons requires a high standard of training, very effective command and control and personal discipline.

Water Cannon

There are various types of water cannon used by police and they have numerous functions. Some are equipped with evidence-gathering cameras (see entry on Evidence-Gathering Teams) and others have the capability to use water in conjunction with chemical agents (see entry on Chemical Agents). In the policing of assemblies, only water cannons that are designed for law-enforcement purposes, rather than for fire-fighting, should be deployed. Any use of water cannon should be justified against the requirement of proportionality.

The primary function of the water cannon is to deliver large quantities of water at a considerable force against members of an assembly. Water cannons should never be used to disperse a peaceful assembly.

Considerations for the use of water cannons include:
- Deployment of the water cannon must be authorized at the operational command level or above;
- A water cannon needs a ready supply of water from a secure source with sufficient pressure to quickly refill;
- A water cannon is a more discriminate use of force than CS gas, but less discriminate than impact rounds (i.e., baton rounds, rubber rounds, plastic rounds with collapsible heads, foam rounds, rubber balls or bean bags);
- The presence of a water cannon can be seen as intimidating or as a provocation by the participants in the assembly;

- A warning must be given to the participants in the assembly before it is used;
- The use of a water cannon can create risks, such as creating a slippery surface, and high water pressure may cause people to fall and be injured;
- Water cannons are better suited to static assemblies than mobile or moving marches;
- Adequate dispersal or exit routes must be available to enable people to move away safely;
- Water cannons should never be used against individuals who are in danger of being knocked off buildings;
- Medical care must be available to those who require it;
- Cannons must be operated only by trained personnel;
- Commanders must be aware that police officers are necessary to protect the water cannon; and
- Water cannons should never be used in sub-zero temperatures.

Chemical Agents

The use of CS gas, commonly known as tear gas, is probably the best known of police crowd control tactics (in a few countries, the less potent but more toxic chloroacetophenone or CN is used). The crystals of chlorobenzalmalononitrile are suspended in a cloud of gas and when they are inhaled or come into contact with moist skin around the eyes or the mouth they cause the sensation of burning and will induce sneezing and coughing. In most cases the effects wear off in 10 to 20 minutes. However prolonged or concentrated exposure may cause painful blisters.

CS gas is usually delivered by a canister launched from a specially adapted rifle, although it can also be thrown in hand held canister. In both cases, the assembly have the ability to pick up the canister and throw it back towards police lines. Other systems involve the gas being delivered in small marble-sized pellets that evaporate as soon as they land. None of these deployment methods should be aimed directly at any person.

In some cases, CS gas can be added to water that is discharged by water cannon. This is a more discriminate use of force and can be aimed directly at an individual. This method is less likely to affect the general population as the crystals are not carried in the air. However, individuals affected will be subject to the effects of CS gas longer, due to the crystals being absorbed into their clothes.

The operational goal should only be dispersal of the assembly, and tear gas should never be used where people are not able to leave, such as in confined

spaces. The decision to disperse must be both necessary and proportionate. Participants must have been requested to leave and have ignored the request. In addition, less harmful means to achieve the dispersal should be used first. There must be a warning prior to any use of CS gas. The risks for both peaceful participants and non-participants must be carefully evaluated to ensure that they do not outweigh the actual damage that the dispersal seeks to prevent or stop.

Another chemical irritant with a different use is OC gas — oleoresin capsicum — or pepper spray, designed to be sprayed into the face of an individual. This is not appropriate for dispersal purposes or to gain compliance, but only as a defence against violent individuals. It is usually deployed as a hand held unit with a pistol type grip not unlike a small fire extinguisher. Because of the pressure of the spray, it should never be used at a distance less than one meter, to prevent the OC gas causing injury to the face or eyes.

While chemical agents are widely used by police organizations, there are certain contexts in which they should never be used. These include as a means of dispersing a peaceful assembly, where there are older people, children or others who may have difficulty in moving away to avoid the chemicals, in confined spaces or in sports stadiums where exits are restricted and there is a danger of crush injuries. Only properly tested and approved chemical agents should be used, with clear instructions on how to use them and with the necessary precautions taken to prevent unnecessary or excessive harm or injury.

Considerations for the use of chemical agents include:
- Any deployment of chemical agents must be authorized at the operational command level at a minimum;
- Chemical agents projectiles or containers should never be fired at individuals;
- Police must be in possession of effective protective equipment, as the use of chemical agents may impact or injure police officers;
- Officers deploying the weapons must be trained in their correct use;
- Use on the ground must be controlled by the operational commander;
- When the desired goal is achieved, their use and deployment must be stopped by the operational and tactical command;
- Weather conditions can have a major impact the use of chemical agents;
- These are primarily dispersal tactics and should only be used where other methods have failed or are unlikely to succeed if tried, and only in case of widespread violence;
- A warning must be issued before use;

- They should never be used in areas where the assembly may have difficulty in dispersing, such as football stadiums or dead-end streets;
- Avenues for escape must be considered in case of panic;
- The escape route must be feasible, considering the wind and where the chemical will be released;
- The escape route must be clear and evident to the assembly to prevent or minimize injuries;
- The escape route should never be towards the police line without lateral avenues along the way;
- In the case of airborne agents, consideration must be given to the population in the area, e.g., the gas should not be deployed near or around a hospital;
- Medical care must be available to those who require it; and
- Thorough reporting of its use should be obligatory (why, how, level of success, casualties, etc.).

Impact Rounds

There is a wide range of less lethal energy projectiles or impact rounds being used across the world. These include wooden baton rounds, rubber rounds, plastic rounds with collapsible heads, foam rounds, rubber balls and bean bags. The velocity and calibre of these rounds vary greatly, and the scope of this handbook does not include advice on different types and make. There are, however, some considerations for their use in policing assemblies.

Energy projectiles are very high on the use of force continuum and next on the scale to the use of firearms. In light of this, police must understand that energy projectiles are less lethal, but if used incorrectly they can cause death or serious injury. Thus, risk-reducing measures must be observed.

Considerations for the use of impact rounds include:
- Only tested and approved types of projectiles should be used;
- Clear instructions should be established relating to distance of use and targets for aim;
- Officers should be aware of inherent risks and follow the instructions;
- Authority to deploy must be granted by the operational commander and authority to use granted by the tactical commander;
- Impact rounds should only be used where there is an immediate risk of serious injury or death to any person;
- These should only be used by trained personnel who are suitably equipped;

- Shots should only be aimed at individuals who pose an immediate threat of serious injury or loss of life;
- Impact weapons should never to be shot indiscriminately into a crowd;
- Impact rounds should only to be aimed at the lower torso or legs (except to counter an immediate threat of serious injury or loss of life);
- These should not intentionally be bounced off the ground before striking target;
- Use on the ground must be controlled by the operational commander;
- When the desired goal is achieved, their use and deployment must be reviewed by operational and tactical command;
- Adequate dispersal or exit routes must be available to enable people to move away safely;
- Medical care must be available to those who require it;
- Impact rounds should only be used after other methods have been tried and failed or would be unlikely to succeed if they were tried; and
- A warning should be issued before use, when possible.

Firearms

The UN *Basic Principles on the Use of Force and Firearms by Law Enforcement Officials* states that firearms may only be used against individuals who pose an immediate and real threat to life of any person. The use of firearms is at the extreme end of the use of force continuum and is a lethal option. Firearms should never be considered operational tools for the management of public assemblies. Firearms should not be used to disperse an assembly, even in cases where there are ongoing acts of violence.

Where another option is available that would achieve the same or similar effect, that method should be used instead. To take a person's life is contrary to the first principle of policing (protection of life) and is a violation of the right to life. Thus, putting a person's life at risk is only acceptable if it is to protect or save another life.

If there is a specific need to deploy specialized firearms officers (as opposed to the deployment of routinely armed police officers) to police specific aspects of a public event due to prior intelligence, then such officers must be well trained and equipped and have the single function of firearms officers for the duration of the event.

Considerations for the use of firearms include:
- Public order officers should only be armed with side arms that are holstered and clipped in place;

- Firearms should only be drawn when an officer or any other person is in an immediate threat-to-life situation;
- Public order officers should be supported by small teams of firearms officers who are equipped with more accurate two handled weapons with sight enhancement, where possible;
- Firearms teams should only be deployed by operational command based on clear threats and controlled by tactical command officers on the ground;
- Responsibility for the use of firearms lies with command, as well as the officers using the firearms;
- Firearms should only be used after other methods have been tried and failed or would be unlikely to succeed if they were tried;
- Only aimed single shots should be fired and only until the threat is removed: automatic fire is never acceptable;
- Firing indiscriminately into a crowd is never legitimate or acceptable;
- Shots must be aimed only at individuals who present an immediate and real risk to the life of any person, including police officers;
- Firearms officers must be aware of the possibility of stray bullets and the possibility of hitting an innocent bystander;
- When the desired goal is achieved their use must be stopped and their deployment reviewed by operational and tactical command. As in all instances involving the use of force, the individual officer must cease use of firearms when the goal is achieved or there is no longer a necessity for their use;
- Avenues of escape must be considered for the assembly in case of panic;
- Medical care must be available to those who require it; and
- Police must report and review any use of firearms.

**Checklist
Responsibilities of the Command Team
at the Operational Planning Stage**

Strategic Command will:
✓ Deliver a strategic plan to the operational commander;
✓ Oversee the preparation of the operational plan, ensuring it is in line with the strategic intentions;
✓ Continue lines of dialogue with organizers; and
✓ Provide adequate resources to successfully police the assembly.

Operational Command will:
✓ Engage in specific dialogue with organizers;
✓ Formulate an operational plan in line with the strategic intentions and show clear decision-making processes for any engagement that impacts human rights;
✓ Determine precisely which operational options to use in any situation and how to address risks involved in their use;
✓ Pass all relevant information back to strategic command;
✓ Identify the relevant policing objectives;
✓ Identify the tactics required to achieve those objectives, taking risk assessments into account; and
✓ Identify the operational commanders.

CHAPTER 7. TACTICAL PLANNING PHASE

Once the operational plan has been compiled, the operational commander will allocate the appropriate number of personnel to each specific function or geographical area. Careful consideration must be made to ensure that only those officers who are appropriately trained and equipped are given the corresponding tasks.

Consideration must be given to the appointment of tactical commanders and their specific roles or functions. The tactical commanders will need to be given sufficient time to prepare for the role and to enable them to carry out appropriate checks and inspections to ensure that no unforeseen problems occur. They will need to make their own dedicated tactical plan, suited to their role.

All police officers deployed on tactical duty at public assemblies are entitled to the protection of their individual rights and freedoms. Consideration also needs to be given to the health and safety of police officers, ensuring that officers are effectively prepared and resourced. The following are some of the key issues that police commanders will need to consider.

Knowledge

Briefing: Briefing officers is a vital part of any operation and should be used to ensure that every officer on duty is aware of the strategic intentions for the event, as well as any tactical parameters. All police officers must fully understand their specific roles and their particular responsibilities. Briefings should also be used to remind officers of their responsibilities under international human rights law, the constraints on use of force and the need to report any such use of force to a senior officer.

The operational commander is responsible for ensuring that all tactical commanders are briefed, and they, in turn, must brief all officers under their command before being deployed to an assembly. The operational plan should be available to all police officers in advance in order to ensure they are well informed and prepared. One option is to send out the operational plan by secure means to all police officers in advance. A record should be kept of the content of all briefings. For large or potentially complicated deployments, it is good practice for the operational commander to organize a tabletop exercise

with all tactical commanders, in which different scenarios and contingencies can be simulated.

A good briefing should:

- Take place at a suitable location for the size of the group;
- Be in a time and place that is free from interruptions;
- Allow officers to ask questions of the briefing officer so that they can clarify their roles;
- Be supported by written instructions from tactical commanders so that there is no doubt about what is required of individuals; and
- Be consistent when a number of briefings need to take place because of the size of the operation.

Tactical commanders will also be responsible for ensuring that officers are briefed on any changes and developments through the course of the assembly.

Facilitation

The steps below are prerequisites for effective facilitation of any assembly.

Training: Officers deployed to assemblies should have undergone appropriate training and be equipped according to their role and specific duties.

Equipment Check: All officers are responsible for checking their own equipment to ensure that it is fit for its purpose. When officers are deployed with specialist less lethal equipment or firearms, a careful record must be kept of the serial number of the items, who the equipment was issued to, when it was issued and, if ammunition is issued, an exact record of the number of rounds issued to the officer. This should be overseen by a supervisory officer and countersigned by her or him.

Sufficient working radio equipment (including spare batteries) should be available on the day of the assembly so that communication can take place between the tactical commanders and the operational commander. Special consideration should also be given to officers who are remotely located and who might be likely to become separated or isolated from their colleagues. A back up list of mobile phone numbers should also be made available so that communication can continue in the event of radio failure. All radio traffic and relevant telephone calls should be recorded and stored, if possible, for future scrutiny in the event that they are required in any enquiry.

Loudspeakers should be tested to ensure they are suitable for the size and location of the assembly and electronic signage should be in the appropriate language and have a self-sufficient power supply.

Transport: Sufficient transport must be available to take the police officers on duty at an assembly to their assigned duty location in connection with the assembly. In addition, suitable vehicles must be made available for the safe transport of arrested persons and, where medical teams are deployed, suitable vehicles are required for the removal of sick or injured people. When assistance is sought from officers who are not familiar with the local area, the provision of local drivers and navigators should be considered.

Refreshment: Officers deployed for long periods will need food and toilet facilities, so commanders should make sufficient food available and arrange for suitable toilet facilities, or the ability to be replaced for short periods to facilitate toilet breaks. Water is especially important for officers deployed in hot climates, and this increases when officers are deployed in protective public order equipment. Similarly, officers in cold climates should be allowed hot drinks during and after being deployed at assemblies.

Rest and Recovery: Officers deployed for long hours should be relieved for appropriate rest periods. This includes commanders and front-line officers. Fatigue will diminish an individual's decision-making ability, so it is vital that officers are well rested. This means that replacements need to be available. Prolonged overall length of duty should be prevented through thorough planning.

Stakeholders: Other key stakeholders should be identified and engaged before the event. Fire and rescue and ambulance services need to continue throughout the duration of the assembly, as any interference with their duties may have a serious impact on the safety of the local population. Other local service providers may also be affected by an assembly, and early engagement with them may allow problems to be resolved promptly.

It is important to ensure good co-ordination in case of multi-agency operations. This will include establishing a clear chain of command, using the same radio frequencies to ensure communication between agencies, etc. It may be appropriate to have a joint tactical command room where other key stakeholders can engage directly with the operational commander so that the needs of the general public are met. However, primary control of the event will remain with the police command team.

Communication

"No Surprises": By establishing and keeping lines of dialogue open throughout the preparation phase, information channels can be kept open, not only between the assembly organizers and the police, but also with all other stakeholders. This allows the police to make carefully informed decisions and dispel untruths and misunderstandings. Police must be aware that their actions and deployments may be misunderstood by others, so communicating action before taking it can reduce and defuse tension. The police should also make contact with key civilian stakeholders in advance of the assembly and should maintain regular contact with them in the run up to the event. In some cases, contacts will need to be maintained throughout the event and after it has ended. This may mean that police keep in contact with local business owners who may be affected or local community mediators, so that concerns can be addressed and information passed along.

Organizers: Contact with the assembly organizers should be maintained in the run up to and through the duration of the assembly. Exchanging mobile phone numbers may be the best way of maintaining contact. Appointing a specific communication officer at a very early stage of event planning who will remain in the post throughout the process is good practice.

Stewarding Assemblies: It is good practice (but should not be a legal obligation) for the organizers of assemblies to deploy clearly identifiable stewards to help facilitate the event and to ensure compliance with any lawfully imposed restrictions. Stewards do not have the powers of law-enforcement officials and should not use force but, instead, should aim to assist participants with advice when needed or to obtain the co-operation of assembly participants by means of persuasion.

Human Rights Defenders: Human rights defenders are individuals who, individually or with others, work to promote and protect human rights through peaceful means. Their role is acknowledged by the United Nation's Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms. Early engagement with human rights groups can help to defuse tension and build trust. Human rights groups can also serve to provide additional expertise when needed. Under the "no surprises" approach, police commanders should aim to engage with relevant human rights organizations on an on-going basis, to encourage an exchange of views and to be able to respond to concerns that human rights groups wish

to raise about the policing of assemblies in general.[24] Human rights defenders may engage in activities to monitor freedom of assembly, and the police should co-operate with them and facilitate their work.

Business Community: Local businesses that are likely to be affected by the assembly should be engaged before the event so that alternative arrangements can be made for their opening hours, staff transport and deliveries. This is especially important where the business in question may be a focus of attention of the assembly.

Local Community: For those living and working in and commuting to the area, early indications of the size and scale of an assembly will allow them to make alternate arrangements. Providing information can allow people to adjust their routes of travel, make suitable childcare arrangements or obtain important supplies before the assembly begins. By doing so, police commanders are reducing the likelihood of conflict between the community and members of the assembly.

Differentiation

The operational and tactical commanders should ensure that all officers are fully aware of the likely diversity of participants in the assembly, of the need to be able to recognize the likely needs of different categories of individuals over the course of an assembly, and to differentiate at all times between peaceful and non-peaceful participants, thus seeking to ensure that the assembly can take place in a safe manner.

---

24   *Guidelines on Protection of Human Rights Defenders*, (Warsaw: ODIHR, 2014),
      <http://www.osce.org/odihr/119633>.

Checklist
Responsibilities of the Command Team at Final Preparation Stage

Strategic Command will:
- ✓ Check the operational plan to ensure it meets strategic intentions;
- ✓ Ensure sufficient resources are made available;
- ✓ Ensure a media strategy is enacted; and
- ✓ Pass new information to the operational commander.

Operational Command will:
- ✓ Continue to keep lines of communication open with organizers and stakeholders;
- ✓ Appoint and brief tactical commanders;
- ✓ Make sure that tactical plans fit within operational and strategic plans;
- ✓ Set briefing times and locations for the police;
- ✓ Organize a tabletop exercise or simulation with tactical commanders;[25]
- ✓ Continually reassess the policing objectives and operational options against the risk assessment to ensure they are appropriate; and
- ✓ Pass new information to strategic command.

Tactical Commanders will:
- ✓ Make tactical plans in consultation with operational command and other tactical commanders;
- ✓ Check any geographical location or equipment for which they are responsible, so that unforeseen problems can be resolved at an early stage;
- ✓ Ensure they have sufficient personnel for the task they are responsible for;
- ✓ Check all their staff are suitably trained and equipped for their tasks;
- ✓ When new information comes to light, pass to operational command; and
- ✓ Ensure the well-being of the police officers deployed.

---

25   A table-top exercise is pre-event exercise to test the validity of plans, often conducted around a large conference table.

Part III

DURING ASSEMBLIES

CHAPTER 8. FACILITATING PEACEFUL ASSEMBLIES

The key to ensuring the successful facilitation of any assembly is proper planning. When the plan is developed with clear policing objectives, most of assemblies will not require operational or strategic command's involvement in decision-making. Most assemblies, both large and small, will not create any major problems, and disruption to the lives of others will be short term. Very few assemblies result in any violence or disorderly behaviour.

The police have a responsibility to facilitate an assembly as notified or agreed and should always aim to ensure that they deploy the minimum number of policing resources necessary to enable the event to take place in a peaceful manner. Tactical commanders should continually review the policing operation over the course of the assembly and should draw upon the decision-making model to inform their practice throughout the event.

This section covers the main activities that the police should undertake in facilitating peaceful assemblies. It begins by considering those assemblies that the police have advance information about, either because assembly organizers notified, formally or informally, the authorities or because of police intelligence. It then outlines how the police should respond when assemblies take place spontaneously or without any notification or advanced warning to the police. It also considers some of the factors that influence the behaviour of people participating in assembles and offers insight into how events may break down into disorder or violence.

Knowledge

Police commanders should seek to ensure that their knowledge about the assembly is up-to-date and that any new information relating to the assembly, the participants or other developments that might impact the event are communicated to the appropriate officers.

Facilitation

Being Present: It is important that, wherever possible, the police should be in position before the participants begin to gather for the assembly. The police need to be able to position officers and equipment at the most appropriate locations, to erect any barriers, close off roads, review their risk

assessment and ensure that any other arrangements are in place to facilitate the assembly and to protect participants.

Early deployment of police officers is especially important where the location or route of an assembly includes contested or sensitive space. If it is important that members of an assembly or protesters do not gather in certain places, then it will be necessary for the police to claim this space first. This will avoid or reduce frustration and the necessity for police to use force to move the assembly or any part of it.

Being on site early will also enable a senior police officer to meet the organizers and any other key stakeholders, including the media, as they arrive, and to provide them with an update or briefing of the planned events in line with the "no surprises" principle.

Police commanders need to recognize the difference between the visible police presence and the actual police presence. Where possible, most officers and equipment should be deployed close to the assembly location, but out of immediate visual sight of people attending the event. An alternative is flexible deployment of trained units without full riot gear that can put on protective equipment as needed.

Tolerance: The police should always be aware that while their responsibility is to uphold public order and the law, their role also gives them a degree of discretion. In the policing of public assemblies the police should be willing to tolerate minor infringements of the law and disorderly behaviour. Too strict an application of the law may provoke anger among participants in an assembly and may lead to an escalation of tensions and antagonism towards the police. This should be explicit in operational plans and reinforced at briefings.

Recording Decisions: Police commanders should ensure that any decisions they make or orders that they give are recorded in real time and should be available for subsequent debriefing events.

Communication

As with other stages of the process, open dialogue should be continued with the organizers. If the organizer has engaged the services of either voluntary or professional stewards, a police liaison officer can be appointed to give information to the stewards or the assembly organizers (in the absence of

stewards). Information should be shared during the briefing about the policing operation, and then contact with the senior steward should be maintained throughout the assembly.

A tactical commander should be tasked with keeping an open line of dialogue with organizers during the event, passing their requests to the operational commander and passing information and requests from the police to the organizers.

The police should always aim to ensure that officers provide an honest and consistent message to all of those they are in communication with throughout the course of an assembly. This includes the event organizers, participants, opponents of the event, the media and human rights defenders. They should also ensure that the flow of information continues throughout the event and that all relevant parties are kept informed of any changes in context and circumstances that may occur, in line with the principle of "no surprises".

The police should also aim to maintain two-way communication with relevant parties, rather than aiming simply to gather information that may assist the police operation. This means not only that they should seek the views of the organizers and participants in real time and respond to any concerns, but also they should feed information back to the organizers so that they may adapt their behaviour and work to respond to any growing tensions. In particular, a two-way exchange of information can be used to deal effectively with rumours that may develop and flourish during an assembly. Rumours may be particularly problematic in situations where relationships between the organizers and the police are poor and lack trust.

Police commanders should give particular consideration to the type of uniform police officers wear and the equipment they carry, the number of officers that are immediately visible at the assembly point, and the nature of any vehicles or other equipment that is in sight of participants. The appearance of police officers and resources is a form of non-verbal communication,n and the visible police presence will convey a clear message of intent and expectation to the organizers and to people gathering to participate in an assembly. Seeing police deployed in everyday uniforms may convey the impression that the police are in control and expecting a peaceful event, while having officers deployed wearing riot gear will make the police appear more aggressive and expectant of disorder. Seeing police in riot gear may serve to raise tensions among participants or lower the threshold for violence against officers,

because they are seen as being protected. This may actually increase the likelihood of aggression and non-co-operation with the police.

Differentiation

Commanders should always aim to ensure that officers remain aware of the diversity of participants and are responsive to the changing needs of different categories of participants as the assembly takes place. They should also be able to differentiate between different subsections of those assembled, in particular to be aware of individuals who might, through their words or actions, serve to increase tensions and who may need to be managed through prompt and early intervention.

Police Behaviour

Police commanders should bear in mind that the police are as susceptible to the impacts of crowd dynamics as the participants of the assembly. Police officers will often have a similar demographic profile to those they are policing, and may suffer diverse emotions including, anxiety, uncertainty, anger or fear, particularly if tensions increase. The key differences between a group of police officers and a group of demonstrators are that the police officers will have been trained in policing public order situations, will have a selection of specialist equipment and will be under the command of a senior officer. It is important, therefore, that operational and tactical commanders ensure that officers remain disciplined and in control, even in the face of individual acts of verbal abuse or other forms of provocation.

Police commanders should always consider how they can enhance relationships with the members of the assembly. They should remember that an assembly's dynamic may change based on the relationship between participants and the police and the perceived legitimacy of the police's role in facilitating the assembly. All assemblies will include a diverse group of participants, with differing views of and attitudes towards the police and each other. Few assemblies will be entirely hostile towards the police. Just as hostility towards the police may increase in response to police actions, so too, may sympathy toward and respect for the police. Acts of tolerance and humanity (e.g., assisting persons in distress) by police officers can improve their relationship with demonstrators, promote acts of self-policing and help to defuse tensions, whereas any use of force by police can have a negative

impact on participants' behaviour and may increase the likelihood of disorder elsewhere in the assembly. Police officers should always be encouraged to engage positively with those they are policing.

When the police act in a confrontational manner their legitimacy among participants may be reduced or undermined. However, when the police act in a facilitative role and engage with people, they may be accepted by the people they are policing. Participants that accept the legitimacy of the police are more likely to remain peaceful, reducing the potential for disorder considerably. These participants are more likely to encourage others to remain peaceful, and they are more likely to distance themselves from any inappropriate or violent behaviour by a minority. Maintaining communication and facilitation at all stages of an assembly is, thus, key to a peaceful and successful outcome to the event.

Spontaneous Assemblies

In some cases, assemblies are organized in response to an issue of current importance or a specific urgency, and the organizers and/or individuals taking part may want to gather at short notice. In these circumstances it is not possible to comply with the legal notification requirements. On other occasions, an assembly may be organized in such a way that it aims to surprise those in the vicinity. A "flashmob" is a type of spontaneous assembly where a group comes together very quickly (it is usually organized through text messaging or social media) to make a point or statement and disperses very quickly afterwards. Some assemblies are organized without notifying the police because the organizers mistrust the police or fear that the assembly will be banned, and thus do not wish to make it obvious that an assembly is going to take place.

While such events may breach local legislation, police should facilitate peaceful assemblies. If the police have not had an opportunity to plan for the event and allocate resources, an urgent police response can be required. In general, the police should have contingency plans in place to cover such situations.

Recent technological developments in social media, mobile telephones and the Internet make it increasingly easy for people to come together in an assembly at short notice without relying on the traditional forms of organization. Many spontaneous assemblies may, in fact, have no formal organizer, but rather are convened through a diverse array of informal social networks.

When an assembly takes place and the police have no prior notification of any kind, the first police on the scene will be expected to take initial action. The first consideration of these first responders must always be the facilitation of a peaceful assembly and how best to stabilize the situation. In other words, they should ensure that whatever is occurring remains peaceful, that the participants are safe and, if disorder is taking place, that behaviour does not spread or endanger others.

If the police are responding to an unplanned assembly, police commanders (whether at the operational or tactical level) should first assess the situation and use the decision-making model outlined in Chapter 3 to assess how to respond and facilitate the assembly. It is important that the police try to engage in dialogue with the organizers so that the intentions of both police and organizers can be made clear. The police should be careful not to take any action that could provoke disorder or danger among the participants of the assembly. By making a visual assessment of the situation, police will be able to task appropriate resources to ensure that the assembly is most effectively facilitated. If the assembly is violent, then the priority should be to contain the violence. Most unplanned assemblies will remain peaceful and will require little more than passing police attention.

The first priority for police must be public safety, and most assemblies will need assistance with traffic control, both during and at the end of the assembly as people leave. Consideration should also be given to those who may oppose the assembly and whether they are likely to raise tensions or act violently.

The police should then also consider safety issues for those who may be indirectly involved in an assembly. Traffic may need to be diverted away from the area and information about any transport delays shared. Services, such as fire and ambulance in particular, will need to be informed, as any delay in these services could impact emergency response to an incident. Police should also consider the local community and businesses in the area. Large assemblies can attract opportunist criminals. Finally, police need to consider factors such as the age and gender of participants, as well as those who may be nearby.

If the assembly continues for a prolonged period of time, the police may need to set up a command structure, set strategic intentions, policing objectives, allocate operational options and resources and continue formal lines of communication with the organizers. When facilitating any peaceful assembly the general public may be inconvenienced to some degree and, unless there is a clear danger to public safety, the initial police action should not be to remove

or disperse the assembly. Any decision to restrict or disperse the assembly will require careful consideration, weighing the rights and freedoms of all concerned, as well as the risks of escalation and damage involved in case of dispersal.

Enabling Participants to Leave

At some stage the participants in an assembly will decide to leave the assembly site. Participants in assemblies should be allowed to disperse naturally and individuals permitted to leave the area without interference by the police. Consideration should be given to ensuring that participants have free access to safe routes away from the assembly area, and they should be protected from attack by hostile opponents, who may threaten them with violence.

If any form of active police dispersal takes place, certain factors will always need to be considered:
- Suitable exit or escape routes must be in place to allow people to leave;
- Small dispersed groups can be more difficult to police than one large group;
- Once dispersed, individuals need to be able to return home;
- The mere visible presence of large numbers of police may delay the natural dispersal of an assembly, so consideration should be given to removing police officers from view while still having them available for immediate deployment; and
- The police should also aim to consider any specific issues relating to dispersal that may disproportionately impact the safety of women, children or people with disabilities.

If an assembly has little or no impact on the rights and freedoms of others or on the well-being of the local populace and it is in a safe location, then police should allow participants to remain and consider the long-term presence of the assembly through forms of dialogue.

Checklist
Responsibilities of the Command Team at the Facilitation Stage

Strategic Command will:
✓   Monitor the policing of the event to ensure that it remains human rights-compliant;
✓   Review the strategic intentions so that they are appropriate to the operation;
✓   Engage with the operational commander to ensure that sufficient resources are available; and
✓   Brief the operational commander.

Operational Command will:
✓   Ensure that all tactical commanders are briefed about the operation;
✓   Pass information to and from strategic command;
✓   Manage the event in line with human rights and the strategic intentions;
✓   Continually review and uphold or change the policing objectives, or the use of police tactics, in line with risk assessment and new information;
✓   Ensure that any evidence of criminal behaviour is properly investigated; and
✓   Continue to monitor the welfare of their officers.

Tactical Command will:
✓   Brief all officers under their command;
✓   Ensure all officers act in accordance with human rights and challenge any inappropriate actions of behaviour;
✓   Report any use of force as soon as possible;
✓   Ensure that any evidence of a crime, including police misconduct, is secured, preserved and passed to the investigation team;
✓   Pass information to and from operational command;
✓   Grant or refuse authority for police tactics as appropriate; and
✓   Monitor the welfare of officers under their command.

CHAPTER 9. MANAGING DISORDER AND VIOLENCE

Police must remember that the vast majority of assemblies remain peaceful, adhere to the law and other restrictions, and that participants leave quietly at the end. Disorder and violence are relatively infrequent occurrences, although, due to the inevitable reporting of such violence, they can easily appear to be more common than they actually are.

The police always need to consider how the actions that they take (or do not take) and the statements that they make (or do not make) may feed into the escalation of tensions both in advance of an event or as an assembly is taking place. The police may have little control over the numbers of people assembling, but they can control the amount of communication that takes place, which is why effective communication (not just with the event participants and organizers, but on a wider basis, for example through social media) and a policy of "no surprises" are so important. By encouraging good behaviour, the police create a much better chance that an assembly will be peaceful than if they constantly wait to confront bad behaviour.

As long as an assembly remains non-violent, even if the assembly is unlawful, the police should avoid any use of force. As noted previously, force should only be used when no other alternative will work. Any use of force, in any context, should always be the minimum necessary to restore public order. The police should always have a variety of operational options to call upon to reduce the need to use force in managing an assembly and should draw upon options involving communication, dialogue and evidence gathering, rather than intervention, prior to any use of force. When possible, the police should remain patient in order to allow time for informal means of reducing tensions or disorder to have an impact.

De-escalation

The term de-escalation is often misunderstood. It does not equate to remaining passive. De-escalation is the active reduction of tensions by communicating and taking differentiated action, rather than waiting until actual acts of disorder or violence have broken out. De-escalation should be considered a positive and pro-active police tactic rather than a purely reactive response to a changing context. Whenever a situation has escalated and force has been used, police should actively scale down as soon as possible to revert to a situation of normality.

As outlined throughout this handbook, police commanders should use forms of communication as means of reducing tensions and de-escalating the situation wherever possible. In particular, a police commander should maintain contact with the assembly organizer and other relevant actors through the course of the assembly, through face-to-face contact or mobile phones. Whenever communication has broken down, the re-introduction of lines of communication, the use of dialogue and forms of mediation or reassurance will always be important and should be the norm. The police should be ready to explain their actions or inaction and, where appropriate, accept blame. Dialogue and communication can be a major influence on reducing tension. The police intention should always be to return the situation to a state of reasonable order and low tension. However they should also be aware that the perceptions of police and those of the community might differ.

De-escalating tensions may involve non-verbal communication to convey the police intentions to a wider group of people, such as moving a water cannon or other police vehicles out of sight when they are no longer needed. It may also mean replacing riot police who are dressed in protective equipment with local police officers who are dressed in standard uniforms. However, the police commander must always be mindful that he or she is obliged to offer protection to their officers when necessary.

Containment

One option to deal with outbreaks of disorder may be to contain those people who are acting violently. There are many forms of containment. At its lowest form, this may simply mean the careful management of members of an assembly so that they are safe from passing traffic. It might also be something more substantial that requires considerable police resources, such as escorting a peaceful march past potentially violent opposition.

One of the more controversial methods used by police is sometimes known as "kettling". This involves the police restricting the movement of (parts of) the assembly by physically containing them in a specific area. The theory is that by so doing the police can restrict the movement of a group of people who are behaving in a violent manner or where there is an imminent risk of public disorder or serious damage to property. Those contained will then be released in small manageable groups over time.

Police commanders should always bear in mind that there is a high risk of containment being disproportionate in terms of length (in particular if it is poorly planned and co-ordinated) and if a large number of those who are contained had been acting peacefully. There is also risk of solidarity actions by those not contained. Thus containment may be counter-productive. There should be protocols in place to allow people who are accidently caught up in the containment to be able to exit. Where only a part of the assembly is engaged in violence, the rest of the assembly should be allowed to proceed peacefully. The purpose of containment should always be to prevent violence continuing or escalating and to enable the peaceful assembly to continue.

It is important to keep the organizers of the assembly and those who may be contained informed of the reasons for and the likely duration of the containment. Those in the containment area must be allowed access to basic needs such as toilet facilities and water when necessary (this becomes especially important when the climate is one of extreme heat or cold). The police should always bear in mind the diversity of those participating in an assembly and who may therefore be caught up in any containment, and opportunities to exit the containment area should be available in particular to potentially vulnerable individuals, such as pregnant women, children, older people and persons suffering from illness or injury. Containment should only be in place for the minimum amount of time necessary and must be reviewed at regular intervals.

Containment has generated considerable concern among many participants of assemblies, human rights groups and some courts. In a number of contexts kettling by the police has been found unlawful. Kettling tends to be indiscriminate; police do not distinguish between participants and non-participants, or between peaceful and non-peaceful participants. Allowing some individuals to cross a police line while, at the same time, preventing others from doing so can escalate tensions, while a cordon permitting no exit potentially violates individual rights to liberty and freedom of movement.[26] The 2014 OSCE/ODIHR Report on Monitoring Freedom of Peaceful Assembly in Selected OSCE Participating recommends that "crowd-control strategies relying on containment (kettling or corralling) are only employed when necessary to prevent serious damage or injury and when no alternative police tactics that would be less restrictive of the rights to liberty and the

---

26   *Guidelines on Freedom of Peaceful Assembly, op. cit.,* note 1, pp. 79.

freedom of movement can be employed".[27] Containment through kettling is also staff intensive for the police and can require a large number of officers to be deployed for considerable periods of time.

Dispersing an Assembly

The preferred option for the police should always be to allow and enable people to disperse naturally. The dispersal of an assembly by the police should always be a measure of last resort and should only be utilized in response to acts of violence or the imminent threat of violence.

Before using any other operational options, police should first explore the use of verbal and visual requests to leave and negotiation with the organizers or key influencers and stewards to facilitate the movement away from the site of the assembly. This should be the routine approach when people refuse to leave, unless there is already widespread violence taking place and any delay may result in immediate danger to public safety personnel.

When a decision is made to use force to disperse a violent assembly, the authorization must come from the operational commander. The decision must be fully documented, giving a full rationale for the options chosen.

Warnings should always be issued to an assembly before any use of force. The only exception is when any delay may lead to immediate loss of life or serious injury. A warning must be given using an appropriate amplification device in the appropriate language and on more than one occasion. The warning should be clear and audible and not limited by other sounds, such as excessive engine noise. It may be necessary to give the warning from more than one location so that all participants can hear it. Where the assembly is multilingual, police should consider giving the warning in a number of languages and, when available, they may even consider the use of hand written signs or electronic notice boards.

Police must allow an appropriate amount of time for the participants to comply before either issuing a second warning or using force. When possible,

---

27   OSCE/ODIHR *Report Monitoring of Freedom of Peaceful Assembly in Selected OSCE Participating States*, Warsaw, 17 December 2014, <http://www.osce.org/odihr/132281?download=true>.

a visual and audio recording should be made of the warning and of the public response to it.

If the police do decide that it is necessary to use force, this should involve targeted interventions at those involved in acts of violence, and should be the minimum necessary to stop the violence and restore public order. The police should also remain aware of the diversity among participants of the assembly and should consider the likely impact of any use of force on particularly vulnerable individuals.

Where a minority of the participants behave in a violent manner, action should be taken against those specific individuals, while the rest of the assembly should be allowed to continue or to disperse naturally. The decision to use dispersal tactics should be based on the behaviour of the majority and not on the actions of some individuals.

**Checklist
Responsibilities of the Command Team**

Strategic Command will:
- ✓ Continue to monitor the dispersal of the event to ensure that it remains human rights compliant;
- ✓ Decide on the necessity to use force to facilitate dispersal;
- ✓ Take control of resources that are no longer required by operational command; and
- ✓ Ensure that suitable resources are available to investigate any report of police misconduct or in circumstances when investigation is undertaken by another organization, report the matter without delay, and make available all relevant evidence.

Operational Command will:
- ✓ Facilitate the peaceful dispersal of the assembly;
- ✓ Continue dialogue with organizers and stakeholders;
- ✓ Where peaceful dispersal is not possible, seek or grant authority to use force only where appropriate;
- ✓ Ensure that any authority to use operational options are reviewed regularly, and where circumstances no longer apply, withdraw authority;
- ✓ Ensure that any resources no longer required are released to the control of strategic command; and
- ✓ Continue to pass relevant information to strategic or tactical command.

Tactical Command will:
- ✓ Continue to pass information to operational command;
- ✓ Record any police use of force and pass details to operational command;
- ✓ Ensure that officers act in a professional, lawful and human rights-compliant way and comply with the operational plan;
- ✓ Continue to monitor the welfare of their officers; and
- ✓ Monitor the safety of those leaving the assembly, with particular attention to those with specific risk factors, e.g., women travelling home alone, people with mobility issues, LGBTI participants.

Part IV

AFTER THE ASSEMBLY

CHAPTER 10. DEALING WITH PRACTICAL ISSUES

An assembly has been defined as a temporary event there is, however, no agreement over how short or long a time an assembly may take place and still be considered a temporary gathering. In recent years there has been an increase in much longer-term assemblies, often involving a semi-permanent presence of protesters in a location with tent-like structures and other facilities to service their needs.

The key principles and actions outlined in this chapter should be adopted for all types of assemblies, whether there was any violence or disorder or not. People leaving the area need to be protected, in particular if the assembly faced violent opposition and there might be a risk of hate crimes.

Often after large assemblies vulnerable persons, including lost children or victims of personal crime, will come to the attention of police, and suitably trained personnel should be available to deal with these instances. Medical staff and facilities must be in place until complete dispersal of the assembly.

Resource Management

Following any assembly there will need to be a gradual handover of resources to local response police commanders, who will continue with the day-to-day policing of the area. The speed with which public order policing resources are withdrawn will depend on particular individual circumstances. However, officers should first return to their stations and remain on standby for a period of time before finally being dismissed from duty. This ensures that, should any incidents take place during the dispersal of the assembly, sufficient resources will still be available to the police command team to resolve the problem.

During the time between stand-by and stand-down, the strategic commander will need to consider allocating resources to deal with any incidents that may take place, such as:
· Crime scenes;
· The removal of barriers and traffic signs;
· The care, transport and processing of arrested persons;
· The management of evidence; and
· The return and accounting of police equipment.

Recording Use of Force

The use of force by any officer must be reported as soon as practical to a senior officer and a written record should be generated as soon as possible. When that officer believes the use of force was unjustified or a complaint has been made against a police officer, the strategic commander will ensure that sufficient resources are allocated to secure any evidence and conduct investigations in accordance with the use of force policy and procedures. It may be appropriate to establish a dedicated team tasked by the operational commander to gather any material relevant to a subsequent debrief and review.

Police Injuries

Medical services must be available to police officers who are injured. This includes the provision of long-term counselling and stress management for complaints such as Acute Stress Reaction and Post Traumatic Stress Disorder. Police officers engaged in traumatic incidents may not have obvious physical injuries, but may have suffered emotional trauma that can manifest itself in other ways. In cases such as these, officers should be provided with professional treatment before returning to full duty.

Return of Equipment

When returning firearms and less-lethal equipment it is important that supervisors check to ensure the same amount of equipment and ammunition that was issued prior to the event is returned after the event. Any discrepancy should be accompanied by a written report and, where necessary, cross-referenced with any use-of-force reports. Any equipment that is unaccounted for or lost should be investigated.

Detained Persons

The detention of participants during an assembly (on grounds that they have committed administrative, criminal or other offences) should meet a high threshold, given the right to liberty and security and that any interference with freedom of assembly is inevitably time sensitive. Detention should be

used only in the most pressing situations, when failure to detain would result in the commission of serious criminal offences.[28]

People lawfully arrested and detained during the event should be treated with respect. They should be taken to a suitable police station without undue delay, and there must be a record of the arrest kept by the arresting officer and by the receiving officer at the police station.

A detained person must be told of the reasons for his or her arrest in a language she or he understand, and must be released or brought before a court to review the legality of the detention as promptly as possible. A complete record must be kept of the person's detention and treatment while in custody. The detained person has the right to have a third party notified of her or his arrest, access to legal advice and to be medically examined by a doctor.

It is important to keep different categories of detained persons separate, taking into account their age, gender or reason for their detention. Therefore, men and women must be kept separate and children must be kept separate from adults. Accommodation for those arrested should be comfortable and hygienic, with suitable light and space to move around. Suitable sanitation facilities must be made available, including washing facilities, and suitable food should be provided. Drinking water should be provided when requested and medical treatment must also be provided.

Protocols for the stop and search, detention or arrest of participants should be established. It is of paramount importance that states establish clear protocols for the lawful stop and search or arrest of participants in assemblies. Such protocols should provide guidance as to when such measures are appropriate and when they are not, how they should be conducted, and how individuals are to be dealt with following arrest. In drafting these protocols, regard should be paid to international jurisprudence concerning the rights to private and family life, to liberty and to freedom of movement.[29]

---

28   *Guidelines on Protection of Human Rights Defenders,op. cit.,* note 1.
29   *Ibid.*

Checklist
Responsibilities of the Command Team

Strategic Command will:
- ✓ Gradually hand over control to day-to-day policing;
- ✓ Allocate resources to investigations; and
- ✓ Make sure that effective investigations are taking place.

Tactical Command will:
- ✓ Oversee proper care, transport and processing of arrested persons: and
- ✓ Oversee evidence gathering and investigations.

Operational Command will:
- ✓ Ensure that use of force by police officers is properly recorded;
- ✓ Where crimes may have been committed, ensure that appropriate reports are made and criminal justice procedures are followed;
- ✓ Ensure that information on arrested persons is properly recorded;
- ✓ Ensure that arrested and detained persons are treated and dealt with correctly;
- ✓ Manage crime scenes;
- ✓ Return Equipment; and
- ✓ Ensure that medical services are provided to officers as needed.

CHAPTER 11. DEBRIEFING AND LEARNING

It is crucial that the police learn lessons from both their successes and any failures. An overarching review needs to be carried out at the end of the assembly, to consider what took place and to review outcomes in line with the Strategic Plan and specific strategic intentions.

Even when everything appears to go smoothly, a full debriefing of police officers and key external stakeholders is needed once the event has ended. It is just as important to note things that went as things that went not as well. Gathering all the relevant information allows officers, stakeholders and, where possible, assembly organizers to share their views and experiences so that lessons can be identified that can lead to changes in future plans or organizational policies, or so that training can be adjusted to improve the police service's ability to manage events in the future.

It is vital that all staff involved, regardless of rank, understand that a debriefing is about obtaining a full and accurate record of events and improving performance, and not about assigning blame. All officers who contributed to the policing operation should be able to contribute to the debrief. This should be explained to the stakeholders and other parties who are involved in the process, or if the information is to be released to the media.

Types of Debriefing

There are generally three types of debriefing: a "hot" (or immediate) debrief, an internal organizational debrief and a multi-agency debrief. A hot debrief will take place after all events; an organizational debrief should take place after larger events; while a multi-agency debrief will take place when the management of the event involves large elements of multi-agency response or where multiple communities are involved.

A debrief should take into account the following considerations:
• It should be conducted openly and honestly;
• It should be aimed at personal, group or organizational understanding or learning;
• It should be consistent with professional responsibilities; and
• It should value all those concerned equally.
• Debriefs should be properly recorded and results disseminated among the team.

Hot (or Immediate) Debrief: This debrief is held immediately after the event and dispersal are complete. All commanders will collate the information from the officers under their command, and community liaison or dialogue officers will collate the information from the assembly organizers. This will then be passed to the strategic commander for further action.

In assemblies where it is anticipated that there may be violence and/or a significant number of people arrested, consideration should be given to deploying a specialist debriefing team to see every officer before they go off duty to ensure that:
• All instances of the use of force have been properly recorded;
• Evidence known to the officers has been gathered and submitted to the investigating team; and
• Officers that may require support, e.g., trauma counselling, are identified.

A hot debrief will:
• Assure rapid gathering of important information from briefing participants;
• Collect and record information about any incidents;
• Allow prompt discussion of a variety of issues and concerns;
• Address key safety issues; and
• Provide an opportunity to thank staff and stakeholders.

Each tactical commander will hold a small debrief before presenting his or her findings to operational command.

An after action review is a low threshold, effective type of hot debrief for teams, specifically aimed at identifying lessons for the future.[30] It is based on answering four questions:
• *What did we set out to do?* What was our intent? What should have happened? Did the intent of the commander and officers differ? What was on your mind?
• *What did we actually do?* What would a video camera have shown? No blame, look at key events, chronological order and roles.
• *What have we learned?* Focus on what we have learned, not what we will do next. What do we know now that we didn't know before? What strengths

---

30   See: After Action Review Guidelines for Practice at: <http://www.commonknowledge.org/docs/Nancy%20Dixon%20-%20After%20Action%20Review%20(AAR)%20Guidelines.pdf>.

and weaknesses have we discovered? What advice would we give to some-one starting out now?

- *What are we going to do?* How do we prepare for the next event of this nature? What will we change?

Another effective learning option is the use of peer-review evaluation teams, which involve experienced police officers from different forces co-operating with researchers to perform observational field studies to identify good practices and lessons learned.[31]

Organizational Debrief: An organizational debrief should be conducted where more specific information is required about the event or when the event took place over a protracted period of time. This type of debrief follows a similar format, although the submissions will be in writing.

The organizational debrief:
- Will take place within four weeks of the event (in exceptional cases, it may take longer);
- Will involve the same key players as the hot debrief;
- Should address organizational issues rather than personal issues;
- Should look for both strengths and weaknesses, as well as ideas for the future; and
- Provides an opportunity to thank staff and stakeholders.

Multi-Agency Debrief: When there has been major input from multiple agencies in the facilitation of the assembly or when multiple communities or stakeholders are involved, a multi-agency debrief should be considered. The format of the debrief remains the same. However, it may utilize a tiered debriefing process, with similar debriefs taking place within various agencies, which then feed into a central body who will collate and process the information.

A multi-agency debrief:
- Will be conducted within six weeks of the incident (in exceptional cases, it may take longer);
- Should focus on interagency co-ordination or community impact;
- Should look for both strengths and weaknesses for the future;

---

31   *GODIAC – Good practice for dialogue and communication as strategic principles for policing political manifestations in Europe Field study Handbook,* (Stockholm: Polisen, 2013), <http://polisen.se/PageFiles/321996/Field_study_Handbook_2013.pdf>.

- Includes opportunities for external participation from key stakeholders, and may involve forms of public dialogue or public events; and
- Provides an opportunity to thank staff and stakeholders.

An independent body should be considered to conduct the debriefing process when:
- A significant incident occurs during the assembly or the dispersal;
- Large scale violence breaks out;
- Significant levels of police force are used;
- A serious allegation of police misconduct is received; and
- The strategic commander thinks that it will benefit the police service in the future.

If such a debriefing is required, it should provide an opportunity for representation of the assembly organizers and participants, as well as other key stakeholders.

Lessons Learned

After an organizational or hot debrief have been completed and all records have been updated and collated, the strategic commander will be responsible for putting together a report that will provide the basis for identifying lessons from the event.

This report should:
- Summarize the sequence of events;
- Identify the functions involved;
- Describe the actions of officers;
- Resist a critique of individual actions;
- Provide an accurate timeline; and
- Remain factual, concise and objective.

This report will allow the police service to:
- Demonstrate where the response was effective and where it was not, and establish why this was the case in an objective manner;
- Recommend ways to improve future response; and
- Encourage an open culture.

Public Engagement: While the lessons learned document should feed into the internal learning process within the police organization, it should also be

used to re-engage with external stakeholders, including the assembly organizers, participants, politicians and political parties, the media and human rights organizations, either as part of a process of re-establishing communication and trust, or as part of an ongoing process of public accountability.

Such dialogue and communication will be particularly important if there has been any violence or disorder at the assembly, or public criticism of the policing of the event. This is an essential element of positive, community orientated, accountable policing and a fundamental part of any human rights approach to policing. When the policing of the assembly is perceived negatively and, in particular, if the police have used force (or have failed to protect an assembly against others), this presents a problematic legacy and a burden for future events, with an increased risk of frustration, hostility and anger. This can easily lead to confrontations with the police on the next occasion. This should be prevented through appropriate engagement with the public, transparent evaluation and – when needed – investigation.

Record Keeping: Information on the planning process, roles and responsibilities, and the strategic intentions that shape decision-making processes and the outcome of those decisions, needs to be available for examination, especially for those decisions that impact an individual's rights and freedoms. Using the models and planning framework laid out in this handbook, the police command team should be able to produce structured plans and decision logs that will form part of the debriefing process and contribute to the initial planning process for future events.

At the conclusion of an event, or for events that continue over a number of days at the conclusion of a period of duty, all police officers must review their actions and ensure that accurate records are made about their actions and the actions of others. All records must be signed, dated, time-stamped and provided to a supervisor for inspection and countersignature.

All officers must make a record of any observation or evidence secured of a criminal or disciplinary offence. Officers must also record any incident when they have used force and this must be reported to a supervisor as soon as possible.

In addition to this, commanders must make a written record of information received and decisions made in the course of their duties. Operational command must record all relevant decisions, showing the basis for the decision, the available options and the result of the decision. By using the framework of

the decision-making model, commanders can be sure they have recorded all relevant facts. Tactical commanders should also record all information they have received that has been passed on to operational command, as this may well form part of their decision process. When the tactical commander has engaged another officer to assist with record or log keeping, the commander must oversee and check the records to ensure they are a true record of the facts.

The operational commander is also responsible for ensuring all records are completed by officers under her or his command and will countersign and date the documents before all officers finish duty. Exceptions to this rule could include officers who are receiving medical treatment for injury or who are unavailable due to other exigencies of duty. In these cases, their written records should be completed and countersigned as soon as practical.

The operational commander will be required to keep a record of the timeline of the event with information received, police deployments, actions, incidents and police response. He or she will have a team to assist in the recording of these details but, once again, it is for the operational commander to ensure the records are correct and countersign them as a accurate record of the events and facts. The operational commander is required to keep a personal record of relevant decisions made and any information that he or she passes to strategic command. He or she is also required to check and countersign the records of operational commanders.

Strategic command will also need to record their decision-making processes and the rationale for any changes to the strategic intentions. They will be responsible for checking and countersigning the records of operational command.

These records are vital to evidence transparency and accountability, and enable scrutiny by the state, its citizens or oversight bodies. These records will also go towards the collation of information in the debriefing process. It should be remembered that information of a sensitive nature needs to be carefully managed so as not to impact unnecessarily the privacy of individuals. Police must respect the confidentiality of the information for a number of reasons, such as integrity of individuals, crime investigation, the principle of the presumption of innocence and security of the state. However, police must consider the information and strike a balance between releasing all or part of it, or withholding it to preserve the right to privacy. Police must never withhold information simply to hide wrongdoing, police errors or misconduct.

Action Plan: The final part of the lessons learned report should contain recommendations that will make improvements for the future. These recommendations should be developed into action plans that set out a plan for improvements within the organization.

The Action plan should be:
- **Specific** — It will address the activity, failing, best practice or shortfall in detail, and it will outline what needs to take place to show improvement;
- **Measured** — It will indicate how to show when improvement has taken place;
- **Achievable** — It must have goals that are attainable by the organization;
- **Relevant** — It will contain improvements that actually relate to the police, recommendations for other agencies will be shared for their own review; and
- **Timed** — It will contain realistic timelines for implementing improvements.

The report and its findings should be made available to other agencies or released to the public, provided no confidential information is contained therein. Consideration should be given to removing confidential information from reports before releasing the remainder to the public. Any lessons learned should translate into changes in the training of police of all ranks, with special emphasis on commanders.

Checklist
Responsibilities of the Command Team during Debrief and Evaluation

Strategic Command will:
- ✓ Ensure the appropriate debrief is conducted for every event;
- ✓ Collate the information from operational commander and provide feedback;
- ✓ Prepare and compile a report based on the debrief, complete with recommendations and an action plan; and
- ✓ Ensure records are made of any strategic decisions and check and countersign the operational commander's notes.

Operational Command will:
- ✓ Gather the results of the debrief from the tactical commanders and provide feedback;
- ✓ Compile and collate the information before presenting it to the strategic commander;
- ✓ Ensure records are made of the timeline of the event, police deployments, incidents and actions;
- ✓ Complete records of any relevant decisions made; and
- ✓ Check and countersign the tactical commander's notes.

Tactical Command will:
- ✓ Gather the results of the debrief from their officers or stakeholders and provide feedback;
- ✓ Compile and collate the information before presenting it to the operational commander;
- ✓ Ensure that all staff under their command complete records and notes, check and countersign them;
- ✓ Complete records of their own decision-making and other relevant information; and
- ✓ Provide after event care for officers (rest, compensation of over-time, treatment of injuries, stress management, counselling, performance review, rewards, etc.)

Appendix

This glossary clarifies key terms used in this handbook. The definitions provided are for the purpose of this handbook only and are not official OSCE definitions.

Assembly	An intentional presence of a number of individuals in a public place for a common expressive purpose
Counterdemonstration	An assembly that is convened to express disagreement with the views expressed at another assembly, and takes place at, or almost at, the same time and place as the primary assembly
Hazard	Anything that can cause injury to the person
Lawful Assembly	An assembly that complies with all local laws and legislation
Less Lethal Force	A weapon system or operational option that, while not designed to cause death, is likely to inflict fatal injuries if used in a certain way
Notification	A notice that provides information about an upcoming assembly and does not constitute a request for permission to assemble
Operational Commander	A junior-ranking officer who is in charge of a geographical area or a particular function
Organizer	The person or people with primary responsibility for an assembly.

Peaceful Assembly	An assembly where the actions of the collective group, as well as any individual participants, are of a peaceful nature (even in cases of violence perpetrated by few isolated individuals)
Policing Objectives	The legitimate objectives that police undertake by using operational options to achieve their strategic intentions when dealing with an assembly
Principle of Proportionality	The principle requiring that the least intrusive means of achieving the legitimate objective being pursued by the authorities should always be given preference
Protest	A formal declaration of disapproval or objection issued by a concerned person, group or organization, which can involve assemblies, non-violent direct action or civil disobedience
Rally	A static demonstration
Risk	The likelihood that a hazard will cause injury to people or damage to property
Simultaneous Assemblies	An assembly that takes place at the same time and place as another one, but which has no relationship to the other event
Spontaneous Assembly	An assembly that takes place as an urgent response to an event or news
Steward; Marshal	A person, working in co-operation with assembly organizer(s), with the responsibility to facilitate an event and help ensure compliance with any lawfully imposed restrictions
Strategic Commander	A senior police officer who is able to resource or oversee the policing operation of an assembly
Strategic Intentions	The overarching intentions that set out the aims for the policing operation related to the assembly
Tactical Commander	A mid-ranking police officer who is required to plan and manage the policing of an assembly

Tactical Options	The particular means available to police to achieve the policing objectives
Unlawful Assembly	An assembly that proceeds in non-compliance with the law regulating assemblies
Violence	Illegal or abusive exertion of physical force
Violent Behaviour	Behaviour that causes or threatens physical or emotional harm to others
Violent Assembly	An assembly that involves collective behaviour causing or threatening physical or emotional harm to others

OVERVIEW OF THE ROLES AND RESPONSIBILITIES OF DIFFERENT COMMAND LEVELS BEFORE, DURING AND AFTER THE ASSEMBLY

BEFORE the Assembly

Strategic command:

- Make a strategic plan with strategic intentions for the assembly, including decide on a policing style and media strategy;
- Create a strategic plan that is informed by the four key principles: knowledge, facilitate, communicate and differentiate;
- Know what information is needed to inform your strategic plan, where you can get this information and how you can turn your information into intelligence; Know how to facilitate this demonstration, what is needed to facilitate it and what the risks are;
- Plan how you will communicate with the organizers and other stakeholders, and who will be responsible for that;
- Utilize the principle of "no surprises" and aim to create dialogue;
- Build trust, develop a media strategy to do so;
- Differentiate among various participants and their (likely) objectives;
- Ensure operational and tactical command are well informed of the strategic plan, including the media strategy;
- Set up a well integrated command structure (also, when more than one operational commander is needed, make sure there are clear lines of command and communication), which includes the necessary functions, including intelligence, investigations and support functions;
- Set restrictions on operational options;
- Communicate these to operational level;
- Decide on the allocation of resources;
- Liaise with organizers and other stakeholders;
- Sign off an operational plan(s); and
- Keep a record of decisions made.

Operational command:

- Based on the strategic plan, do the practical planning for the assembly and make an operational plan that will explain how the strategic plan will be implemented and, more generally, how the assembly will be dealt with;
- Identify policing objectives (based on the strategic intentions) and identify operational options; prepare briefing and deployment of personnel and figure out how to manage resources during the event;

- Check with strategic command that operational plans meet strategic intentions;
- Set up a command structure, from operational to the ground;
- Make sure that the police deployment is proportional to the assembly and the threat(s) (if any) as indicated by the intelligence;
- Keep a record of decisions made; and
- Prepare a briefing for the operational level and explain the strategic intentions, as well as any restrictions there may be placed by the strategic plan, the operational plan, including the policing objectives, and the operational options available.

Tactical command:
- Understand the strategic intentions and implement the operational plan;
- Control the resources deployed in a particular geographical area or function; and
- Brief officers under their command on the strategic intentions and the operational plan.

DURING the Assembly

Strategic command:
- Monitor the event, keep an overview of the operation;
- Review strategic intentions when needed;
- Engage the operational commander;
- Keep a record of decisions made; and
- Stay in touch with stakeholders, including organizers.

Operational command:
- Facilitate the event;
- Review and, when needed, adapt the policing objectives and tactics used;
- Make sure that the tactical commanders stay in line with the strategic intentions and the operational plan;
- Monitor the welfare of the officers deployed;
- Keep a record of decisions made;
- Ensure that any criminal incident is or will be investigated;
- Ensure that relevant information is passed up to strategic command; and
- Ensure that relevant information is passed down to tactical command.

Tactical command:

- Supervise officers;
- Accept responsibility for the conduct of the officers under their command;
- Report any use of force as soon as possible;
- Ensure any evidence of a crime, including that involving police misconduct, is properly secured, preserved and passed on to an investigation team;
- Make decisions within their area of responsibility, inculding allowing or refusing the use of certain police tactics;
- Ensure that relevant information is passed up to operational command;
- Ensure that relevant information is passed down to the officers deployed; and
- Monitor the welfare of officers under their command.

AFTER the Assembly

Strategic command:

- Ensure an appropriate debrief is carried out;
- Collate all the information from the operational command;
- Prepare and compile a report, with lessons learned;
- Ensure records are made of any strategic decision; and
- Sign off on the operational report.

Operational command:

- Gather information from the debriefings organized by tactical command;
- Collate all the information from tactical command and pass it to strategic command;
- Ensure records are made of the timeline of the event, police deployment, incidents and actions;
- Ensure records are made of relevant decisions; and
- Sign off on the report by tactical command.

Tactical command:

- Debrief officers involved in the operation;
- Collect results from the debriefings, including those of stakeholders, and pass them on to operational command;
- Ensure all staff under their command complete records, then check and countersign them;
- Complete records of decisions made; and
- Provide after event care for officers that require it.

BIBLIOGRAPHY AND USEFUL LINKS

Printed Resources

"Policing Assemblies", Amnesty International, 2013.
<https://www.amnesty.nl/sites/default/files/ainl_phrp_short_paper_policing_assemblies.pdf>.

"Manual of Guidance on Keeping the Peace", Association of Chief Police (ACPO), 2010,
<http://www.acpo.police.uk/ProfessionalPractice/UniformedOperations.aspx>.

Alexander E. Berlonghi"Understanding and planning for different spectator crowds", *Safety Science*, Vol. 18, No. 4, 1995, pp. 239-247.

J. Bliss,, C. Fallon,, N. Headen, and R. Gaskins "Crowd Reactions to Sublethal Weapons: Universal Triggers for Crowd Violence", *Proceedings of the Human Factors and Ergonomics Society Annual Meeting,* Vol. 48, 2004, pp. 243-254.

"European Police Code of Ethics", Council of Europe, 2001.,
<https://wcd.coe.int/ViewDoc.jsp?id=223251>.

"Understanding Crowd Behaviours Guidance and Lessons Identified", Emergency Planning College (Leeds: University of Leeds, 2009),
<https://www.gov.uk/government/publications/understanding-crowd-behaviours-documents>.

"Egypt - Keeping Women Out: Sexual Violence Against Women in the Public Sphere", FIDH, 2014, <http://www.fidh.org/en/north-africa-middle-east/egypt/15140-egypt-epidemic-of-sexual-violence-continues>.

"Recommendations for Policing Political Manifestations in Europe", Godiac 2013, <http://polisen.se/en/Languages/The-Swedish-Police/International-cooperation/Cooperation-in-Europe/The-Godiac-Project/>.

"Field study Handbook", Godiac, 2013,
<http://polisen.se/PageFiles/321996/Field_study_Handbook_2013.pdf>.

"Adapting to Protest", Her Majesty's Inspector of Constabulary, 2009,
<http://www.hmic.gov.uk/publication/adapting-to-protest/>.

"Adapting to Protest – Nurturing the British Model of Policing",
Her Majesty's Inspector of Constabulary, 2010, <http://www.hmic.gov.uk/
publication/adapting-to-protest-nurturing-the-british-model-of-policing/>.

J. Hoggett, and C. Stott, "Crowd psychology, public order police training and
the policing of football crowds", *Policing: An International Journal of Police
Strategies & Management, Vol. 33 No: 2*, 2010, pp.218–235.

"Demonstrating respect for rights? A human rights approach to policing
protest", Houses of Parliament, Human Rights Joint Committee, 2009,
<http://www.publications.parliament.uk/pa/jt200809/jtselect/jtrights/47/4702.htm>.

K. Lansing,, *The Rite of Return: Coming Back from Duty-Induced PTSD*
(USA: High Ground Press, 2012).

T.D. Madensen, and J.Knutsson,, *Preventing Crowd Violence* (Lynne Riener,
Boulder, Colorado, 2011).

"Handling of the Media during political demonstrations, Observations and
recommendations", OSCE Special Report, 2007, <http://www.osce.org/fom/25744>.

"Guidebook on Democratic Policing by the Senior Police Adviser to the
OSCE Secretary General", OSCE, *SPMU Publication Series Vol. 1, 2nd Edition*,
2008, <http://www.osce.org/spmu/23804>.

"Guidelines on Freedom of Peaceful Assembly" (2nd edition), OSCE ODIHR &
Venice Commission, 2010, <http://www.osce.org/odihr/73405>.

"Handbook on Monitoring Freedom of Peaceful Assembly", OSCE ODIHR,
2011, <http://www.osce.org/odihr/82979>.

"Guidelines on Protection of Human Rights Defenders", OSCE ODIHR, 2014,
<http://www.osce.org/odihr/119633>.

S. Reicher, *The psychology of crowd dynamics*, in M.A. Hogg and R.S. Tindale
(Eds.), *Blackwell handbook of social psychology: Group processes*,. (Oxford:
Blackwell., 2001).

S. Reicher, C. Stott, J. Drury, O. Adang, P. Cronin, and A. Livingstone,
"Knowledge Based Public Order Policing: Principles and Practice",
Policing, Vol. 1, No. 4, 2007, pp. 403-415.

S. Reicher,, C. Stott,, P. Cronin,, & O.Adang,, "An integrated approach to crowd psychology and public order policing. Policing: An International Journal of Police Strategies & Management", 2004, pp. 558-572.

Roberts, and T. Garton Ash, (eds),*Civil Resistance & Power Politics: The Experience of Non-Violent Action from Gandhi to the Present Day* (Oxford: Oxford University Press, 2011).

C.Stott, & O. Adang, *Understanding and managing risk. Policing football matches with an international dimension in the European Union,* (UK: Bavnebanke Press, Slagelse, 2009).

"Dialogue Police: Experiences, Observations and Opportunities", Swedish National Policing Board, 2010, <http://polisen.se/en/Languages/Service/Publications/Hallare/Dialogue-Police/>.

"Standard Minimum Rules for the Treatment of Prisoners", United Nations, 1977, < http://www.refworld.org/docid/3ae6b36e8.html>.

"Code of Conduct for Law Enforcement Officials", United Nations, 1979, <http://www.ohchr.org/EN/ProfessionalInterest/Pages/LawEnforcementOfficials.aspx>.

"Basic principles on the use of force and firearms by law enforcement officials", United Nations, 1990, <http://www.ohchr.org/EN/ProfessionalInterest/Pages/UseOfForceAndFirearms.aspx>.

"Authority, Command and Control in United Nations Peacekeeping Operations", United Nations, Policy, Department of Peacekeeping Operations/Department of Field Support, Ref. 2008.4, February 2008, <http://www.peacekeepingbestpractices.unlb.org/PBPS/Library/Authority,%20Command%20and%20Control%20in%20UN%20PKOs%20FINAL%20SIGNED%2015%20Feb%2008.pdf>.

"Formed Police Units in United Nations Peacekeeping Operations, Policy (Revised)", United Nations, Department of Peacekeeping Operations/Department of Field Support, Ref. 2009, 32, 2009, <http://www.un.org/en/peacekeeping/sites/police/documents/formed_police_unit_policy_032010.pdf>.

Online Resources

Organization	Website
American Civil Liberties Union	https://www.aclu.org/
Amnesty International	www.amnesty.org
Article 19	http://www.article19.org/
Association of Chief Police Officers (UK)	www.acpo.police.uk
Canadian Civil Liberties Association	http://ccla.org/
Commonwealth Human Rights Initiative	www.humanrightsinitiative.org
Council of Europe	www.coe.int
European Court of Human Rights	www.echr.coe.int
Federation Internationale des Ligues des Droits de l'Homme (FIDH)	http://www.fidh.org/en/
Human Rights Watch	www.hrw.org
International Association of Chiefs of Police	www.theiacp.org/
International Criminal Court	www.un.org/law/icc/index
International Federation of Red Cross	www.ifrc.org
Office for Democratic Institutions and Human Rights	www.osce.org/odihr
Organization for Security and Co-operation in Europe	www.osce.org
Organization of American States	www.oas.org
United Nations	www.un.org
UN's Official Document System	http://documents.un.org