

Bernd Bürger
Tamara D. Herold
Ryan Lee *Editors*

Public Order Policing

A Professional's Guide
to International Theories,
Case Studies, and Best Practices

 Springer

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Introduction

Successful public order management is critical to upholding democracy and maintaining the rule of law. Negative police–public interactions during assemblies can impact the safety and well-being of citizens and officers, as well as local and international perceptions of police legitimacy. As observed during events across the world, including assemblies in the USA, Myanmar, Belarus, Russia, and elsewhere, police mismanagement of mass demonstrations often instigates crowd violence and other harmful behaviors. The causes of violence at assemblies are complex and multifaceted. Failure to understand crowd dynamics that lead to violence limits police effectiveness and contributes to poor officer decision-making.

This book offers an international review of public order management experiences and effective practices. Practical examples, grounded in multidisciplinary theory and science, offer a roadmap to improve police response and increase safety at assemblies in democratic countries. The diverse content, perspectives, and lessons learned presented in this volume will serve as a useful guide for all people working in the field of public order management, including police officials, policy-makers, and researchers. This edited volume was written by and for practitioners, pracademics, and academics to review the complex and demanding task of policing public order. The following author and chapter introductions highlight the expertise, topics, and lessons offered to our readers.

Chapter “Public Order Policing: From Theory to Practice”

Bernd Bürger

Dr. Bernd Bürger is a pracademic, a public order policing scientist, and a public order commander with over 20 years of practical experience. He was responsible for the 2015 and 2022 G7 summit camps and associated protests in Garmisch-Partenkirchen. He served on the frontlines as commander of a special evidence gathering and arrest unit during the 2017 G20 summit in Hamburg. He holds two master’s degrees and a PhD and regularly publishes and lectures internationally on public order policing.

Dr. Bürger describes theories of crowd dynamics and the role of police during public assemblies. Historical crowd psychology theories, which are now outdated

but still inform flawed police training and decision-making, are contrasted with recent theoretical developments. The most prominent theory, the Elaborated Social Identity Model (ESIM), is presented, along with current typologies of assemblies and participants. Conflicts inherent in police duties at public assemblies are examined before defining the concept of escalation and examining these processes within the context of policing assemblies. To move the discussion from theory to practice, concrete strategies to avoid escalation and illicit positive public perceptions while policing assemblies are described in detail. This chapter concludes with a discussion of the mindset needed to effectively execute these strategies and achieve a modern, democratic, and community-oriented approach to public order management.

Chapter “Preventing Crime at Assemblies”

Tamara D. Herold and Bernd Bürger

Dr. Tamara D. Herold currently serves as Senior Advisor at the National Institute of Justice, US Department of Justice, and is Associate Professor of Criminal Justice at the University of Nevada, Las Vegas, USA. She received her PhD with an emphasis on crime prevention from the University of Cincinnati, USA. Herold researches, develops, and delivers police and security crowd management training across the world. She has published numerous practitioner-focused research papers, including two Problem-Oriented Policing Guides funded by the COPS Office on preventing crowd-related violence.

Drs. Herold and Bürger (see Chapter “Public Order Policing: From Theory to Practice”) examine crowd dynamics from a crime prevention perspective. They describe how crowds create crime opportunities and present three theories—routine activity theory, rational choice theory, and situational crime prevention—which can explain crowd behaviors and help develop crime interventions. The RDFC international model and 4D tactic, two assembly-focused crime prevention and training frameworks, are offered to improve safety and police–crowd interactions. They conclude with recommendations that will help police take immediate steps to better prevent and respond to crowd-related crime.

Chapter “How Collective Violence Emerges and Escalates”

Otto M. Adang and Martina Schreiber

Dr. Otto M. Adang is a behavioral scientist who has held a chair in Public Order Management at the Police Academy of the Netherlands since 2004. He is also Associate Professor of Security and Collective Behavior at the University of Groningen. He has conducted public order research since 1985 and has authored over 180 publications on security, use of force, and order maintenance. He is an internationally recognized expert on major events, public order and crowd management, hooliganism, police use of force, and police and human rights. He has been involved in training, consulting, and research related to police operations at soccer and protest events throughout Europe.

Dr. Martina Schreiber is a psychologist who helped evaluate police practices at UEFA Euro 2004 in Portugal as a staff member of the University of Liverpool. As a research associate and member of the Public Order Expert Panel of the Netherlands Police Academy, she studied the 2006 FIFA World Cup in Germany, the UEFA Euro

2008 Austria/Switzerland, and numerous European soccer matches and demonstrations. In 2010, she received her PhD from Jacobs University Bremen on “Group Relations at Crowd-Events.”

Drs. Adang and Schreiber link theory to public order management practices. They offer an evidence-based model for understanding the initiation and escalation of collective violence developed from systematic observations of mass gatherings where violence occurred (or was anticipated). They describe associated strategic principles, used successfully in several countries, for policing mass events.

Chapter “Interpretive Regimes of Violence in Action. The “Welcome to Hell” Demonstration During the G20 Summit in Hamburg 2017”

Chris Schattka

Chris Schattka is a sociologist and PhD candidate at Bielefeld University and was previously a researcher at the Hamburg Institute for Social Research. He studied sociology at the Bielefeld University and the Swedish Umeå University. As part of his dissertation, he has been conducting research on digital self-representation practices in violent situations. His recent research focuses on methodological problems of violence research and the sociology of interaction.

Mr. Schattka examines the origins of violence during the so-called “Welcome to Hell” demonstration, which took place during the 2017 G20 summit in Hamburg. Violence is explained by building upon evidence-based concepts, including mass, identity, and emotion. These concepts are each used to analyze unfolding events at demonstrations, but they vary in their inclusion and emphasis on reciprocal dynamics between police and crowd behaviors. Schattka argues that an “interpretative regime” supporting the use of violence developed prior to the Hamburg demonstration, among both police and demonstrators, and this perspective contributed to the outbreak of violence. Interpretive regimes supporting violence are grounded in shared experiences. They arise when the parties involved accuse each other of intending to use violence, which justifies and increases the likelihood of their own violent behavior. During the “Welcome to Hell” demonstration, these interpretive regimes persisted until the day of the event and influenced how police and demonstrators interpreted the actions of each other during the demonstration.

Chapter “Almost Forgotten Experiential Knowledge of De-escalation”

Udo Behrendes and Bernd Bürger

Udo Behrendes, senior police officer (retired), served as an officer in North Rhine-Westphalia from 1972 to 2015, and most recently as head of the Cologne police headquarters management staff. Since the late 1980s, he led police operations during several hundred demonstrations. In the mid-1990s, he was a founding member of the “Bonner Forum BürgerInnen und Polizei e.V.,” an experiment that promoted dialogue between protestors and police.

Senior officer Behrendes and Dr. Bürger (see Chapter “Public Order Policing: From Theory to Practice”) highlight the conclusions of experts in the mid-1980s. Experts found that the policing of assemblies did not consistently integrate past operational experience into current operational planning; thus, those experiences were continually lost and needed to be acquired anew. This includes assessments of

the psychological effects of police tactics on those assembled and the larger public. The authors argue that contemporary experts would discover similar findings. They offer examples of historic police approaches that eased tensions in assembly conflict situations and identify related de-escalation tactics and training supported by scientific evidence.

Chapter “The Role of Police in Assemblies: Ethical Implications, Imperatives, and Interventions”

Werner Schiewek

Werner Schiewek studied Protestant theology at the University of Hamburg and at the Westphalian Wilhelms University at Münster. Since 2001, he has served as a Pastor in the State Parish Office for Church Service in the Police of the Protestant Churches of Westphalia and as a police ethics lecturer of the Council of the Protestant Church in Germany at the German Police University in Münster. In addition to his practice as a police chaplain, his teaching and research interests include applied ethics (professional and organizational ethics) with a special focus on ethical issues involving state security agencies (police and military).

Pastor Schiewek highlights the importance of assemblies for a thriving democracy. As a democratic virtue, assemblies should not be prevented, but, in fact, facilitated. However, assemblies are associated with individual, social, and moral risks for all participants, and Schiewek describes these risks. To help mitigate risk associated with assemblies, Schiewek analyzes the moral expectations of police, including internal and external expectations, and the tensions between them. Awareness of these challenges can help police organizations better prepare officers. Schiewek also offers suggestions for personal and organizational planning grounded in different ethical approaches and the four classical cardinal virtues.

Chapters “Differences in US and German Police Organizations with an Impact on the Policing of Public Assemblies”, “Police Organization and the Policing of Assemblies in Germany”, and “Police Organization and the Policing of Assemblies in the United States” focus on how police organization characteristics impact policing at assemblies.

Chapter “Differences in US and German Police Organizations with an Impact on the Policing of Public Assemblies”

Bernd Bürger, Gerd Thielmann, Alan Hanson, and Craig Dobson

Chapter “Police Organization and the Policing of Assemblies in Germany”

Bernd Bürger and Gerd Thielmann

Chapter “Police Organization and the Policing of Assemblies in the United States”

Alan Hanson and Craig Dobson

Gerd Thielmann has 44 years of policing experience, including 28 years as a senior officer. He worked as a lecturer of police operations and leadership science at

the Police University for Applied Sciences. His practical leadership experience includes two years as Deputy Head of European Union Police Mission in Bosnia-Herzegovina and Head of the Northern Hesse Police Department, which employs approximately 1800 officers. He conducted research as the Head of the Police Leadership Science Faculty at the German Police University (GPU). He served as Vice President of the GPU during the final three years of his policing career.

Alan Hanson is a Captain with the Fairfax County Police Department (FCPD) in Virginia. He received a BA in Political Science and Russian Studies in 1989 and joined the FCPD in 1994. He currently serves as the traffic division commander, senior FCPD public order incident commander, and the Civil Disturbance Units (CDU) administrative commander. He has served as the incident commander for numerous CDU deployments. Most recently, Captain Hanson was FCPD's primary incident commander during protests of Supreme Court Justices residences and deployments to support US Capitol Police in 2022.

Craig Dobson is a police commander at the Portland Police Bureau, assigned to lead the strategic planning and managing of the Bureau's downtown precinct. He also serves as the Senior Public Order Incident Commander for the Bureau, overseeing the Public Order Incident Commander Program. Additionally, Commander Dobson is the Police Bureau's Instructor for Command personnel involving public order. He is responsible for developing and teaching Bureau command staff the principles and theory behind public order policing, including 1st amendment implications, crowd behavior, social identity, police capabilities, and appropriate tactical police responses. Prior to being a commander, he served for 15 continuous years in a detached assignment with the Rapid Response Team (RRT), the Portland Police Bureau's all-hazards team, and helped develop and coordinate public order training for Oregon's regional public order teams including Oregon Air and Army National Guard members. He served as the Overall Incident Commander during Portland's civil unrest in 2020.

These three chapters by Dr. Bernd Bürger (see Chapter "Public Order Policing: From Theory to Practice"), Brigadier Gerd Thielmann, Captain Hanson, and Commander Dobson seek to show how differences in society, law, standards, and education influence the policing of public order and common policing approaches. The first chapter, "Differences in US and German Police Organizations with an Impact on the Policing of Public Assemblies," explains differences between Germany and the USA that are relevant to policing assemblies. Police institutions and regulations can be understood only if situated within a broader context (e.g., form of government, societal characteristics, and historical events), as contextual influences impact police structures and activities. The appendix offers a glossary to explain specific police terms and foster understanding of technical jargon used throughout this book.

In "Police Organization and the Policing of Assemblies in Germany" and the subsequent chapter, "...the United States," the authors highlight aspects of German and US police organizations and standards associated with policing assemblies or large-scale events. A fictitious case study is used to illustrate how an assembly

might be policed. Both chapters provide a brief overview of cross-border police collaboration for assemblies and other gatherings.

Chapter “Protection of Citizens’ Rights, Public Safety & Police Legitimacy: The Legal Equilibrium for Public Order”

Jaclyn M. Keane and Anthony J. Raganella

Dr. Jaclyn M. Keane is a Captain in the New York City Police Department and is currently assigned to the headquarters’ Operations Division. She plans, budgets, and negotiates all major New York City events for the department. She supervises the department’s Joint Operations Center during serious crimes, large-scale emergency incidents, and disasters. She was previously an attorney in the Criminal Unit of the NYPD’s Legal Bureau, being on call 24/7 to advise department members on criminal law matters, interpretation of statutes, and constitutional law. Dr. Keane was on the scene during active protests and civil unrest where she engaged in real-time coordination with incident commanders to provide decisive legal advice pertaining to arrests and constitutional issues.

Anthony J. Raganella is a retired 25-year decorated New York City Police Department Deputy Inspector. While at the NYPD, Deputy Inspector Raganella spent 8 years as the Commanding Officer of the Disorder Control Unit, a citywide department unit responsible for planning, assessing, and ensuring the Department’s training and readiness in crowd management and disorder control operations for civil unrest, as well as major events, emergencies, and protests. As Commander of that unit, he regularly developed policy and evaluated and implemented training, equipment, and crowd management and control practices. He has been at the forefront of advocating for and developing national standards for personal protective equipment, tactics, and training for US public order policing.

Dr. Keane and Deputy Inspector Raganella build upon previous chapters by focusing on legal issues associated with public order policing. They discuss the constitutional foundation of free speech and assemblies and related policing limitations and challenges. After considering the relationship between crowds and police, they use a London Metropolitan Police (Met) example to show how specific decisions (and possible alternatives) generated long-term negative effects on the Met’s relationship with their community. The authors conclude with a discussion of police legitimacy, specifically highlighting the concept of “policing with consent” and the importance of balancing the legal equilibrium.

Chapter “Public Order Policing in the UK”

Claire Clark

Claire Clark is a former Chief Superintendent who retired from the Metropolitan Police Service in 2022, after serving for 31 years. During her career, she worked on emergency response teams, developing skills as a public order officer and loggist, and Police Support Unit (PSU) commander. After promotion to Chief Inspector, she was trained in public order command and spent numerous weekends at Arsenal’s Emirates stadium. As Superintendent, she led the department responsible for planning police response for all public order events in London which included protests,

sporting events, festivals, concerts, and ceremonial events. She was one of the most experienced Public Order Commanders in London.

Chief Superintendent Clark highlights the principles of public order policing in the UK and reviews relevant legislation and guidelines. She explains the system of public order public safety policing, focusing on the tasks of the overall strategic commander, referred to as Gold, and demonstrates the operationalization of public order policing concepts using several examples and case studies.

Chapter “Specialized Public Order Units: Integrating a Community Policing Mindset”

Bernd Bürger

Dr. **Bürger** (see Chapter “Public Order Policing: From Theory to Practice”) shows how the *Unterstützungskommandos* (USK), full-time public order units specializing in evidence gathering and arrests during assemblies, have evolved over recent decades. Bürger describes events that accompanied and triggered these developments and shows how, after it became an organizational goal, community-focused policing served as the foundation for operational tactics, as well as personnel selection, development, and training.

Chapter “Maintaining Public Order from a Military Police Perspective”

Michiel Rovers and Tom van Ham

Michiel Rovers graduated from the Royal Netherlands Military Academy in 2006 as an army officer. In 2013, he moved to the Royal Marechaussee and was deployed on several international and national public order and security-related missions. He combined his tactical experience with existing strategic (NATO) concepts, which resulted in the development of the Dutch Doctrine Publication 19–56: *Stability Policing in Land operations*.

Tom van Ham obtained an MSc degree in both clinical neuropsychology and criminology in 2007. In 2021, he successfully defended his doctoral dissertation “Collective Violence Offenders and Offending: The Role of Individual Characteristics” at Leiden Law School of Leiden University. He provides guest lectures for police training and academic courses and has worked in both the private and public sector in various safety and security positions.

Officer Rovers and Dr. van Ham describe public order management from a Dutch military police perspective. They briefly reflect on collective violence theory and the role of the Royal Marechaussee (gendarmerie type military police of the Dutch Armed Forces) in maintaining public order in a civil environment. They discuss the units’ characteristics, their deployment, and challenges. The authors highlight the policies developed to handle public order events. Furthermore, they identify military units’ challenges in establishing public order in a hostile, post-conflict environment and underline the necessity of international cooperation—not only between military units, but between all units deployed at public order events. Using the Dutch experience, the authors seek to inspire further discussion and to encourage the use of common language to describe crowd-related dynamics.

Chapter “January 6th: A Challenge for Public Order Policing and Democracy”

Eli Cory

Eli Cory is the Deputy Chief of Police for Investigations for the Fairfax County Police Department (FCPD) in Virginia, USA. He has been a sworn member of the department since 1998 and served in the Civil Disturbance Unit (CDU) as an officer, supervisor, and commander since 2001. Later in his CDU service, he held the position of overall CDU commander. During his tenure with the CDU, he was deployed on several Presidential inaugurations, International Monetary Foundation protests, Bilderberg protests, a Papal Visit, January 6th United States Capitol response, post-Floyd demonstrations, National Rifle Association protests, and a multitude of various protests within Fairfax County.

Deputy Chief Cory provides insights into the events that unfolded on January 6th at the US Capitol in Washington D.C. from the viewpoint of a Public Order Commander on the ground. Cory explains the state of law enforcement in the USA before this event, considering the social contexts, peculiarities regarding jurisdiction, training, and equipment developments. Cory describes January 6th from his point of view; how events unfolded, the decisions made, and emotional aspects of the operation. The author concludes with lessons learned regarding training, equipment, and communication.

Chapter “The ‘Yellow Vest Protests’: Challenge for Police and Democracy”

Christian Ghirlanda

Christian Ghirlanda is a Police Commissioner who began his career in 1985 as a police officer at CRS 45 (public order company) in Chassieu, France. He worked his way up through the ranks and within several CRS. During that time, he was deployed to many significant, large-scale policing events. After he graduated from the Ecole Supérieure de la Police Nationale de Saint Cyr aux Monts d’Or and became Police Commissioner, he was appointed Deputy Director of Public Security in Ajaccio. He was responsible for policing Premier League football matches and organizing the arrival and departure of Tour de France cycling stages in Ajaccio. In 2014, he joined the Central Direction of the CRS in Paris as Deputy Director of Logistics. He designed the EGIDE water launcher with a capacity of 10,000 liters. In 2018, he took over the position of Deputy Zonal Director of the CRS in the Western zone where he manages 1650 police officers and administrative and technical staff. He frequently commands large-scale CRS operational groups of up to 2000 police officers in the field.

Commissioner Ghirlanda describes the challenges posed by the Yellow Vest protests for both the police and democracy itself and explains how various stakeholders in France have attempted to overcome these challenges. He analyzes the characteristics of this new form of protest. Ghirlanda concludes by emphasizing the importance of continuous development and further education of the police profession to successfully adapt to and manage this new type of protest in an evolving liberal democratic society.

Chapter “Public Order Policing 2.0. Addressing the Challenges of the Information Age”

Ryan Lee

Ryan Lee served nearly 20 years with the Police Bureau in Portland, Oregon, specializing in public order policing for nearly 17 years. He rose through the ranks of the public order unit, from line officer to senior leadership. He has deployed hundreds of times in public order operations, ranging from peaceful gatherings to riots. He served as a front-line supervisor during the 2011 Occupy Portland Protest and as the Operations Section Chief during the 2016 Election Riots and 2017 Inauguration Riots in Portland. Chief Lee has been a subject matter expert in public order policing for the National Institute of Justice, Center for Domestic Preparedness, International Association Chiefs of Police Collaborative Reform Initiative Technical Assistance Center, National Tactical Officer Association, and Federal Law Enforcement Training Center.

Chief Lee argues that most public order policing practitioners focus on the immediacy of maintaining order within a physical space but fail to evaluate the role of legitimacy, narrative space, and the impacts of the information age. The author examines these issues, along with the evolving sophistication of criminal protesters and how they leverage communication. Lee concludes with strategies and tactics to help public order professionals navigate new and challenging protest dynamics and environments.

Chapter “Intelligence in Public Order Policing”

Loren (Renn) Canon, Jr.

Renn Cannon is a public safety consultant focused on leadership development, investigation and intelligence, and integrated strategy development. With decades of public service, he last served in the Federal Bureau of Investigation (FBI) as the Special Agent in Charge (SAC) of the Portland Division. In this role, he led the FBI response to numerous public order events including Occupy ICE PDX, protest clashes in 2019, and the 2020 Portland riots.

SAC Cannon summarizes key research and reviews the fundamentals of the intelligence cycle to provide police leaders with useful frameworks and tools. Cannon shows how officers can lawfully develop crucial intelligence and effectively incorporate this knowledge into all stages and aspects of public order policing operations. Through a case study and real-world illustrations of successful public order intelligence efforts, Cannon provides contextually based and tangible examples to help practitioners develop and integrate public order policing intelligence.

Chapter “The Importance of Police Public Relations in Assembly Situations”

Jonas Grutzpalk and Stefan Jarolimek

Dr. Jonas Grutzpalk is a political scientist and sociologist. He has served as Professor of Social Sciences at the University of Police and Public Administration since 2009. He was previously a research assistant for the project “Max Weber’s so-called sociology of law” of the Max Weber Complete Edition and then a public

relations officer at the Office for the Protection of the Constitution in Brandenburg. In this capacity, he developed, among other things, the educational simulation game “Democracy and Extremism.” He has published on knowledge stocks and knowledge management in security agencies, intercultural competence, the “New Right,” and sociology of religion.

Dr. Stefan Jarolimek is a communication scientist. He has been Professor of Communication Science at the German Police University in Münster since 2016. His work and research focus on strategic communication, intercultural communication, extremism research, and professional field research. Since 2016, he has been responsible for education and training at the Office for the Coordination of Social Media of the German Police Forces. He has published essays and books on the future of the police, the professionalization of police communication, and online radicalization.

Drs. Grutpalk and Jarolimek explain that police do not operate in a vacuum, but function within a media public. This public is difficult to understand, consisting of confusing echo chambers, fake news, journalism, social media, and rapid attention economies. Police are obliged to simultaneously explain their own actions and reinforce the public’s sense of security through the media. This mix becomes a challenge for the police, especially in assembly situations, when there are real-time media disputes about situations and their interpretation. The authors advise police public relations, from a German perspective, on how to position themselves within this media situation.

Chapter “Mission Communication as an Integrative Overall Strategy in Protest 2.0”

Carsten Schenk and Michael Bornhausen

Carsten Schenk studied psychology before working as an operational psychologist in the Central Police Psychological Service of the Hessian Police (ZPD). Schenk is responsible for developing tactical and operational communication approaches for mass events/assemblies. He advised police leadership on communication during the ongoing large-scale operation for the further construction of the BAB (highway) 49. Today, he is Psychology Director and head of the ZPD’s Operations Support, consisting of the Behavioral Analysis Competence Center dealing with Threat Management and Criminal Psychological Investigation Support as well as the Communication and Crisis Management Competence Center with, among others, Operations/Crisis Communication/De-escalation, Negotiation Management, Psychosocial Crisis Management/Operations Section Support, Officers Crisis Support, and Acting and Deciding in Critical Situations.

Michael Bornhausen worked for several departments of the Hessian Police, including an evidence-gathering and arrest unit. In 2009, he joined the Department of Police Operations. In addition to working as a specialist instructor, he assumed management of the Tactical Communication Coordination Unit. In 2016, he began working for the Central Police Psychological Service of the Hesse Police (ZPD) and is responsible for coordinating police operations and communication. Major Bornhausen is a certified social media manager and crisis manager. Starting in 2022,

he became head of the Communication and Crisis Management Competence Center at the Hessian University of Public Management and Security in the Center for Police Psychological Services. He oversees tactical communication, operational communication, press officers, and psychosocial emergency care statewide. He has served as a section leader in numerous operations, including leading the Tactical Communications section in the large-scale operation that lasted several months to continue the construction of the BAB (highway) 49.

Director Schenk and Major Bornhausen examine the importance of operational communication in assemblies using a case study of the operation at Dannenröder Forst, a forest area to be cleared for a highway expansion. They first explore emerging demands on police communication resulting from the use of social media during protests. Subsequently, the importance of Tactical Communication in operations is highlighted through various theoretical approaches and practical examples. They present goals, applications, and methods of Tactical Communication. The authors conclude with challenges that arise in, what they refer to as, the context of “protest 2.0,” including effectively understanding and executing mission communication.

Chapter “Public Order Standards: Moving the Public Trust Needle Forward”

Anthony J. Raganella, Jose M. Vega, and Peter Davidov

Jose M. Vega is a retired 25-year veteran Sergeant Special Assignment of the NYPD and a graduate of the 253rd Session of the FBI National Academy. For 19 years, he was assigned to the Disorder Control Unit, NYPD’s main public order unit. Among his many responsibilities was the training of NYPD personnel in crowd control, as well as his real-time response to major protests and civil disturbance to provide incident commanders with on-scene tactical and logistical support. He provides public order presentations to US and international agencies and serves on the National Institute of Justice Special Technical Committee for the standardization of US crowd control training, tactics, and equipment.

Peter Davidov, a Lieutenant with the Montgomery County Police Department, has specialized in police response to civil disorder and has trained for civil disturbance since he began his law enforcement career in 1992. He was a founding member and lead trainer of Montgomery County’s Special Event Response Team (SERT), which is responsible for handling civil disturbance. He has responded to many major events including IMF protests in Washington, D.C., the 2009 G20 protest in Pittsburgh, PA, Presidential Inaugurations in 1992, 2001, 2005, 2009, 2013, and 2017, and the 2015 Baltimore Civil Unrest. He was the CDU leader for Montgomery County’s SERT response to the Baltimore unrest. He is currently a member of the National Institute of Justice’s Special Technical Committee for CDU personal protective equipment standards.

Deputy Inspector Raganella (see Chapter “Protection of Citizens’ Rights, Public Safety & Police Legitimacy: The Legal Equilibrium for Public Order”), Sergeant Vega, and Lieutenant Davidov emphasize the importance of established policing standards for public order tactics, equipment, and training. The existence of these standards, or lack thereof, has a profound impact upon police legitimacy and public trust in democratic societies. The authors explore how well-defined public order

standards keep both citizens and officers safe and promote positive incident outcomes. Using examples and case studies, the authors demonstrate how public order standards influence law enforcement policy development and minimize risk to officer safety, as well as agency liability and credibility, thereby furthering police–public trust. They discuss why professionalization and specialization of public order policing matters, especially in countries such as the USA, where standards do not currently exist.

Chapter “Building an Evidence-Based Training Curriculum for Public Order Policing: A Case Study”

Jason Kepp

Jason Kepp is Assistant Director at the Federal Protective Service, where he is a member of the leadership team responsible for training and professional development of sworn and non-sworn employees. Before starting with the Department of Homeland Security, his career encompassed all levels of organizational leadership, development, and management for emergency service organizations and educational institutions. He spent 25 years in the emergency services field, serving in the field and later as Deputy Director of Emergency Medical Services at Somerset County Emergency Services Academy (N.J.). His published works have included active threat response and training, incident management, health and safety, pandemic response, and tactical law enforcement operations.

Assistant Director Kepp notes that public order policing is a critical aspect of law enforcement, tasked with maintaining peace and safety during protests and other public events. To effectively execute their duties, police officers require specialized training that equips them with the necessary skills and knowledge. However, not all training programs are created equal, and evidence-based training is increasingly becoming the go-to approach for public order policing. Kepp shows why evidence-based training for public order policing helps improve officer safety and reduce the risk of injuries to officers and civilians. When officers are well-trained and equipped to handle public order situations, they are more likely to act professionally and appropriately, earning the respect and trust of the public. As the demands of public order policing continue to evolve, evidence-based training will remain a fundamental approach to ensure officers are equipped to meet these challenges.

Chapter “Public Order Policing: Use of Force”

Spencer Fomby

Captain (Ret.) **Spencer Fomby** is a former commander for public order, SWAT, explosive ordinance disposal, and training. He was previously employed by the Berkeley Police Department for 20 years and was the lead Berkeley Police Department public order instructor. He was responsible for equipment selection, tactical training, less-lethal weapon selection, chemical agent selection and deployment, and mission planning. Captain Fomby has been recognized as a subject matter expert (SME) in police tactics and works on several national projects. He is the section chair for the National Tactical Officers Association Public Order Section, is a member of the NTOA Public Order Standard Committee, and is assigned to a

National Institute of Justice Special Technical Committee on crowd control equipment. He is an SME in crowd control equipment and tactics for DHS First Responder Resource Group.

Captain Fomby states that public order policing is one of the most complex areas of modern policing and requires specialized training and expertise. When police intervene in a protest event, the focus is often on the use of force. While police in the other Western countries have invested considerable resources to improving public order policing, American police agencies have long neglected this specialty. By summarizing historical trends and current challenges, Fomby provides an overview of the current use of force landscape in American public order policing. Case study and real-world examples are offered as guidance for police leaders to develop effective use of force capabilities that conform with best practices, legal restrictions, and model policies.

Chapter “Considerations for Personal Protective Equipment for Public Order Policing”

Jason Kepp

Assistant Director **Jason Kepp** (see Chapter “Building an Evidence-Based Training Curriculum for Public Order Policing: A Case Study”) shows the importance of protecting law enforcement officers when disorder occurs. A properly trained and protected officer will be better able to make critical decisions during intense situations. The author elaborates on the necessity of specific personal protective equipment (PPE) for public order policing and discusses the importance of standards and training. The specifics and interdependencies of distinct PPE, including impact protection, gloves and boots, outer garments, and eye, hearing, and respiratory protection, are discussed. Kepp concludes by emphasizing the role of law enforcement leaders, who must balance avoiding the perception of expecting disorder with being prepared to respond to it (by wearing PPE) while constantly assessing the need for personnel protection.

For updates on possible further editions or to follow our blog visit <https://publicorderpolicing.com>.

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About the Editors

Bernd Bürger joined the Bavarian State Police, Germany, in 1997 and has managed assemblies and large events since 2000. He was responsible for managing camps and assemblies at the Garmisch-Partenkirchen G7 summits in 2015 and 2022. Between 2015 and 2020, he was the commanding officer of the Dachau special public order unit (evidence gathering and arrest unit) where he was also deployed “at the front line” at the Hamburg G20 summit. He has served as head of the Police Operations Department at the Institute of Further Education of the Bavarian Police since 2020. In addition to his practical experience, he is a renowned public order scholar, lecturing in various German and European states. He was also a speaker at the 2018 International Association of Chiefs of Police Meeting and 2019 at the Public Order Workshop of the Royal Canadian Mounted Police, together with Tamara Herold and Ryan Lee. He holds a master’s degree in criminology and police science from the Ruhr University Bochum (ECTS A), a master’s degree in public administration - police management (ECTS A), and a PhD in public administration from the German Police University.

Tamara D. Herold currently serves as Senior Advisor at the US National Institute of Justice and is Associate Professor of Criminal Justice at the University of Nevada, Las Vegas, USA. She received her PhD with an emphasis on crime prevention from the University of Cincinnati, USA. She uses the crime science perspective to study the criminological impact of the design and management of places, as well as crowd and neighborhood dynamics associated with violence. Her publications translate theory and research evidence into practice and policy. Her co-edited book (with Johannes Knutsson), *Preventing Crowd Violence*, has been translated into foreign languages to guide international police practice. Herold researches, develops, and delivers police and security crowd management training across the world. She has published numerous practitioner-focused research papers, including two Problem-Oriented Policing Guides funded by the COPS Office on preventing crowd-related violence.

Ryan Lee has served over 22 years in the policing profession. He served nearly 20 years with the Police Bureau in Portland, Oregon, USA, specializing in public order policing for nearly 17 of those years. He rose through the ranks of the public order unit from line officer to senior leadership. He has deployed hundreds of times in public order operations ranging from peaceful gatherings to riots. He served as a front-line supervisor during the 2011 Occupy Portland Protest and as the Operations Section Chief during the 2016 Election Riots and 2017 Inauguration Riots in Portland. Chief Lee has been a subject matter expert in public order policing for the National Institute of Justice, the Center for Domestic Preparedness, International Association Chiefs of Police's Collaborative Reform Initiative Technical Assistance Center, the National Tactical Officer Association, and the Federal Law Enforcement Training Center through work with the Federal Protective Service. He was a keynote speaker at the International Public Order Workshop of the Royal Canadian Mounted Police. He holds a Bachelor of Science in Criminal Justice from California State University at Sacramento and a Master of Criminal Justice from Boston University.