

Crowd Management

Division Human Resource
Development



Module 3

Crowd Management Incident

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Title Page

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| LEARNING PROGRAMME | Crowd Management for Platoon Members (CMPM) |
| MODULE NO | 3 |
| MODULE TITLE | Prepare for crowd management incidents |
| SAQA UNIT STANDARD TITLES, NUMBERS AND NQF LEVELS | |
| ORGANISATIONAL STANDARD TITLES AND NUMBERS | 345 :DEMONSTRATE AN UNDERSTANDING OF CROWD MANAGEMENT |
| TARGET GROUP | LINE FUNCTION MEMBERS |
| ISSUE DATE | |
| REVIEW DATE | |
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Module Contents

| No | TITLE | PAGE No |
|-----------|--|---------|
| 1 | HOW TO USE THIS MODULE | |
| 2 | ICONS | |
| 3 | MODULE OUTCOME | |
| 4 | ACKNOWLEDGEMENTS | |
| 5 | SOURCE LIST | |
| 6 | | |
| CHAPTER | CHAPTER TITLE | PAGE No |
| 1 | CROWD DYNAMICS | |
| 2 | CONFLICT RESOLUTION | |
| 3 | INTEGRATION OF THE USE OF FORCE PRINCIPLES | |
| ANNEXURES | | |
| A | | |
| B | | |

How to use this module

1. This module deals with crowd dynamics, the 5C Stairs conflict resolution and the six use of force principles for Crowd Management.
2. the learner will be exposed to the different types of use of force and instructions to enable him/her to effectively deal with crowd management. It will be expected from the learner to know and understand the scale of use of force and the legislation on the use of force during the execution of crowd management operations.
3. A knowledge questionnaire as well as an observation checklist will be utilized to assess learners against the criteria to demonstrate an knowledge and practical understanding of the use of force principles and scale of use of force.

Icon Page



This icon alerts you to a **definition** that is important for you to analyse, comprehend and commit to memory.



This icon alerts you to a **practical example** that will assist you in understanding and or comprehending a particular concept, model, or specific learning material.



This icon alerts you to an **activity** that you must perform in the workbook in order to master the material.



This icon alerts you to a **tip** that will assist you in master the material.



This icon alerts you to a **particular source** that must be used in addition to the Learner's Guide at a particular point during learning.



This icon alerts you to the **list of sources** used to compile the module or chapter.

Module Outcome

On completion of this module you will be able to apply the principles underlying the use of force within a crowd management context.

Crowd Dynamics

Chapter 1

Chapter Outcome

On completion of this chapter you will be able to demonstrate an understanding of crowd dynamics

Learning Outcomes

1. Discuss the reasons for protesting.
2. Discuss the three main theories concerning crowds and the dynamics surrounding them.
3. Describe the characteristics of crowds.
4. Illustrate the context of a gathering with a diagram and explanatory notes.
5. Describe the social context of crowds.



Chapter Contents

| No | Topic | Page |
|-----|------------------------------|------|
| 1 | INTRODUCTION | |
| 2 | REASONS FOR PROTESTING | |
| 3 | CROWDS IN PERSPECTIVE | |
| 3.1 | Crowds are Dangerous | |
| 3.2 | Crowds cannot be trusted | |
| 3.3 | Crowds are part of society | |
| 4 | CHARACTERISTICS OF CROWDS | |
| 5 | CROWDS IN THE SOCIAL CONTEXT | |

1. INTRODUCTION

The history of the policing of demonstrations in South Africa is very controversial and has, undergone a dramatic change since 1990. Events such as the release of Nelson Mandela and the unmanning of the ANC and other political parties which had been banned and considered to be enemies of the State have influenced the way in which policing is viewed.

With the unmanning of political parties came mass protests. For the first time since the banning of the ANC, people were allowed to hold mass rallies and protest marches. Rallies were held in which the crowd numbers reached 20 000. Such rallies had a dramatic effect on the infrastructure of the police and other security agencies. After the 1994 elections, the focus of protest marches shifted from strictly political issues to economic and community-related issues.

This shift placed the police in a new crowd policing environment, as the participants of protest marches are from the very same community as the police. Along with these changes came a community policing strategy which allows for the community to play a greater role in the manner in which policing is conducted in the community.

Since 1996, the police has implemented a policy on the management of crowds. This policy is based on the principles of community policing and the Bill of Rights in the Constitution of South Africa (Act 108 of 1996).

The policing of crowds in a democratic society is challenging because the police must consider the rights of the demonstrators and the society in general. Both groups have rights which are entrenched in the Constitution and have the right to be protected.

Protest is essential to the sustain ability of democracy. However, each protest, by its very nature, represents an actual or potential threat to the public order; and the manner in which a protest is policed can have a direct impact on the outcome of the protest (that is to say, whether or not the threat becomes a reality (Storey, 1997))

The application of **force** against a community or group of people who protest in a democratic society is considered to be a drastic measure. In a democratic society, the community entitles the police to use force against them. However, there is a contract between the police and the community that, when force is applied during social conflict, the force that is applied must be proportional, consistent and appropriate in the circumstances.

The police must also consider the democratic balance. When the police use too much force to retain the balance, another protest condemning the police's actions could follow.

2. CROWDS IN PERSPECTIVE

The manner in which we, as the police and people, view crowds determines how we will respond to a crowd. If you fear a crowd or group of people who have a common goal or purpose, then you will either stand and fight or will flee when you are confronted with such a situation (fight or flight reflex). In the policing environment, the same can be said about the way in which crowds are

managed or confronted.

There are three main theories concerning crowds and the dynamics surrounding them. One view is that crowds are dangerous, another that crowds cannot be trusted and lastly, that crowds are a part of society and are normal. We will now look at each of these theories in more detail to see how they influence the way in which the police react to crowds, with each of these views in mind.

2.1 CROWDS ARE DANGEROUS

According to this theory, people lose themselves in the dynamics of the crowd and become barbaric. They lose all control over their actions and are no longer accountable.

Le Bon does not mention the role that the police or authorities play concerning crowds. The behaviour of a crowd is primitive, aggressive and violent. The police are not able to negotiate or to communicate with the crowd.

Crowds are therefore seen as a threat to society and should not be tolerated at all. The only manner in which to police crowds is to eliminate them or to repress any behaviour related to gatherings. This approach is called **crowd repression**.

In terms of this approach, policing organisations

blindly follow the instructions received from the authorities. This constitutes a strict law-and-order approach to policing. The policing structures are far removed from society and only 'come out' when the crowds must be repressed. This type of policing is still seen today in some countries in Africa and South America.

2.2 'CROWDS CANNOT BE TRUSTED'

According to Turner and Smelser's theory, a crowd develops an identity and the people who make up the crowd take on that identity. The control mechanism of a crowd comes from within the crowd.

A crowd determines the social norm it follows and determines what changes need to be brought about and how. The concerns of the crowd are directed towards a common goal. Violence is considered more rational and is only used when certain conditions are present, as the crowd calculates the cost of its actions. The crowd will use violence if the consequences of such action will be in its favour.

From the police and authorities' point of view crowds are considered to be more legitimate. Therefore, the police and authorities show understanding. The police do not trust crowds as they are considered to be calculating. The police also plan for the worst case scenario. Thus there are always more resources than necessary on site.

The crowds are controlled strictly according to the law. This approach is called **crowd control**.

3.3 'CROWDS ARE PART OF SOCIETY'

According to this approach individuals maintain their identity in a crowd, but also identify themselves with the identity of the crowd. Crowds rarely become violent and the control mechanism is found to be inside the crowd. Violence is also seen as rational and is only used once other means have failed to bring about the desired changes.

4. CHARACTERISTICS OF CROWDS

People come together to form a crowd in which they identify with one another, by means of banners, T-shirts or other identifiable items which express their common purpose.

Violence sometimes erupts due to the presence of an out group or an opposing party. The police are also considered to be an out group and the mere presence of the police can bring about an escalation of violence. Although violence does not always occur, it does happen sometimes and the police need to identify such situations early on to ensure that the police are prepared.

Although, violence is an element of protest marches, it occurs in fewer than five per cent of the total number of protest marches held every year.

Demonstrators only use violence when all other measures have failed to bring about the necessary changes or to focus attention on issues in the community.

5. CROWD MANAGEMENT

To enable the police to manage crowds there must be an effective information-gathering process. The information collected prior to the march/gathering will enable the police to negotiate better and have the necessary insight into the reasons for protest. The ability to build better community relations must be based on open communication. The police can play a leading role in guiding the community through a peaceful and successful march.

The police if they act in accordance with the Regulation of Gatherings Act (Act 205 of 1995), together with the relevant role-players, can build lasting relationships with the communities and organisations that protest regularly. Every march that is managed successfully builds stronger relationships and promotes trust.

By understanding the role and purpose of a protest march, the police are able to be more tolerant towards the participants. The police are also able to manage the democratic balance better. If information concerning a protest march is acquired in time, the police are able to inform the community in time, allowing people to plan their day according to the route of the procession. Better planning will lead to more tolerance and understanding. The ultimate goal is that neither the police nor the participants in the protest display force during the march.

Furthermore, the police empowers the community to manage the protest from within its structures and prescribe what would be the normal behaviour for the crowd. The community would also be able to apply the requirements set out by the Regulation of Gatherings Act (Act 205 of 1995). It is in this particular area that the police can play an advisory and consultive role in empowering the community to abide by the regulations.

6. THE CONTEXT OF GATHERINGS

Every gathering occurs within a specific context and for specific reasons. Waddington (Waddington *et al.* 1994) states that for every incident, to which he refers as a **flashpoint**, occurs within a specific context.

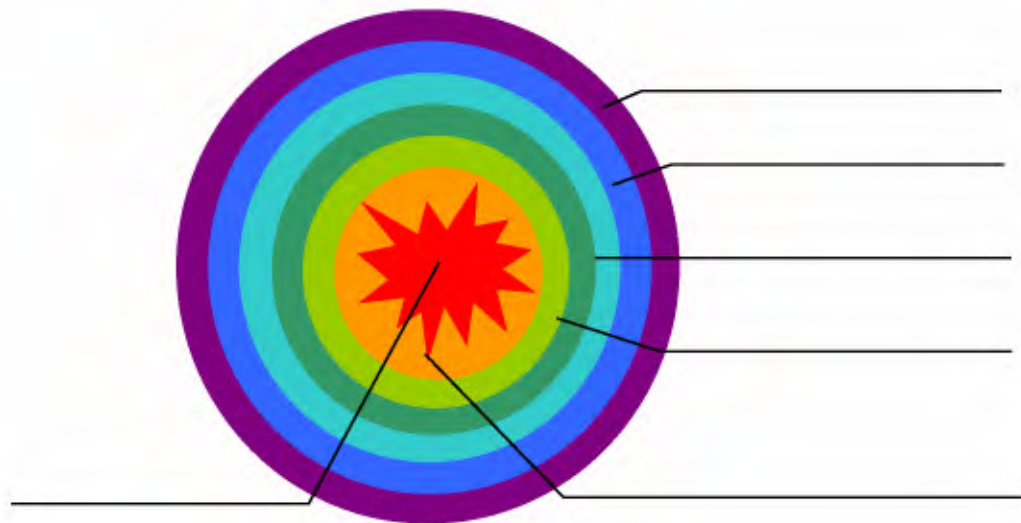
Each **flashpoint** is surrounded by ever-widening contexts. The incident occurs between two or more parties which interact with one another in a defined space, called the **situational level**. Every situation has its own history or events leading to the present situation, called the **contextual level**.

The manner in which the participants relate to the current situation is often based on the way they perceive the situation. Their perceptions are often based on their **cultural** views and understandings. This is most common in our country, as the various cultures have their own perceptions concerning the way that certain situations need to be handled.

Most often, an incident is discussed or debated at the **political or ideological level**. Politicians may have other motives for the managing a situation in a certain manner such as gaining economic or political power within the region of conflict. An incident can therefore be linked to the underlying **structural** conflict within society.

Understanding the context in which conflict takes place enables the police to better negotiate with and assist the community to finding a solution in which all parties are winners. Although the police are not capable of or responsible for resolving the conflict, they will inevitably play a role if the conflict is not resolved. If the police play an active role early on in the process, the community will trust the decisions and the advice of the police.

Complete the figure below.



7. SUMMARY

To enable police to make the best possible judgement call about the management of crowds they must know what the legal powers are that are applicable to the current situation. If there is legal basis for the decided action, is it the best action considering the result of such actions.

The Five Stairs Conflict Resolution

Chapter 2

Chapter Outcome

On completion of this chapter you will be able to apply the “Five Stairs Conflict Resolution Model” in solving crowd related conflict at the lowest level.

Learning Outcomes

1. Illustrate and analyse the Five Stairs Conflict Resolution Model with a diagram and explanatory notes.
2. Apply the Five Stairs Conflict Resolution Model in a simulated Crowd Management situation.



Chapter Contents

| No | Topic | Page |
|----|-------------------------|------|
| 1 | INTRODUCTION | |
| 2 | FIVE C STAIRS | |
| 3 | SUMMARY | |
| 4 | ANNEXURE: FIVE C STAIRS | |
| 5 | | |
| 6 | | |
| 7 | | |
| 8 | | |
| 9 | | |
| 10 | | |
| 11 | | |
| 12 | | |
| 13 | | |
| 14 | | |
| 15 | | |

1. INTRODUCTION

The application of **force** against a community or group of people who protest in a democratic society is considered to be a drastic measure. In a democratic society, the community entitles the police to use force against them. However, there is a contract between the police and the community that, when force is applied during social conflict, the force that is applied must be proportional, consistent and appropriate in the circumstances. The police must also consider the democratic balance. When the police use too much force to retain the balance, another protest condemning the police's actions could follow.

2. FIVE C STAIRS

The five C stairs is a model that shows the relationship between the police and the crowd. The aim of crowd management is to solve conflict at the lowest level, thus being in a position to use as little force and constraint as possible.

To achieve this you must start at the level of comprehension and understanding. You must obtain insight into the conflict and the driving factors behind the conflict and protest. You must understand the conflict within the context: different interests, multicultural attitudes, importance, etc.

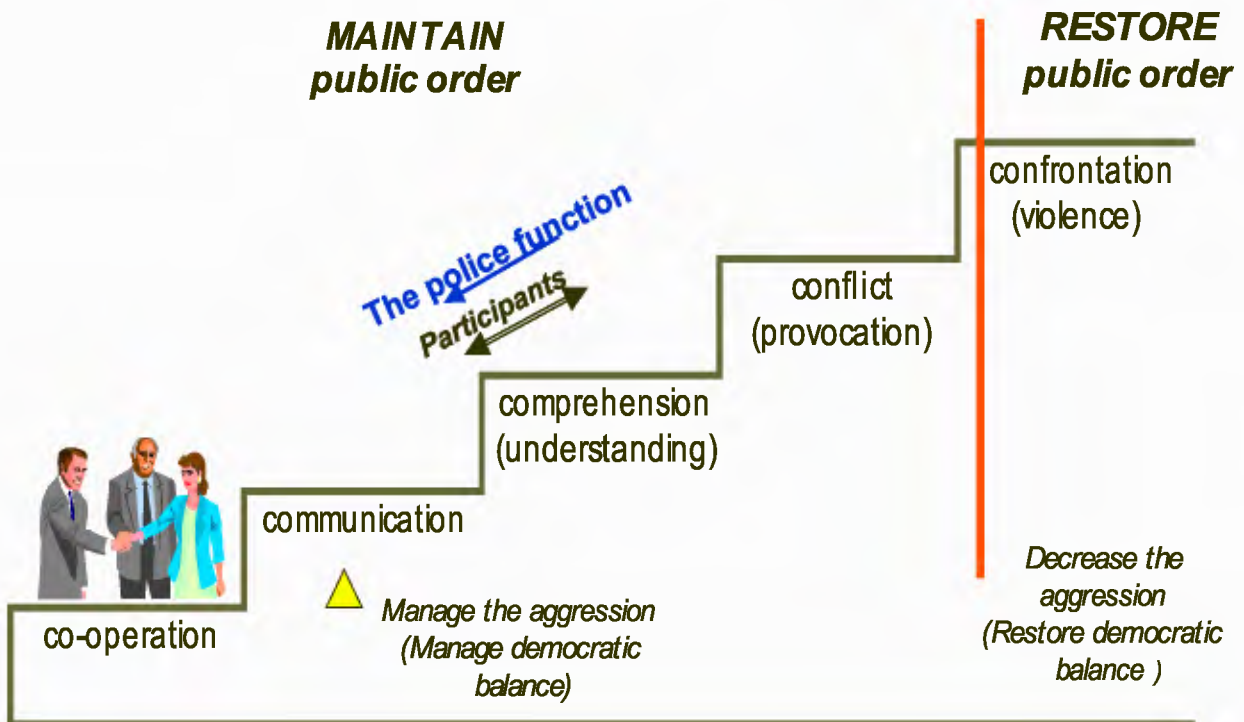
Once you comprehend for the situation, you can step down to other levels of communication and if possible achieve full co-operation with the convener and other role-players. This enables you to achieve the ultimate (*optimum remedium*) in that should there be a march it will be well controlled and the rules will be respected by all the parties involved in the conflict.

To achieve the ultimate there must be trust between all persons involved with the protest and conflict. If you have the view that crowds are dangerous you will not have any comprehension for the participants.

The FIVE C stairs



Limit of tolerance



The open communication and co-operation as solutions to the conflict situation. Since you have started at the level of incomprehension, the only options available is repression which inevitably leads to conflict and confrontation.

If you feel that crowds cannot be trusted you might comprehend the situation, but will not achieve open communication and co-operation. In such a situation you will probably plan for the worst case scenario and have more resources than would normally be necessary to police the protest. You will probably not assist the convener to arrange the march or support to preparations, because your relationship with the role-players is without trust.

Once you have made the mind shift that crowds and protests are a part of a developing society, are not dangerous and can be trusted, you will be able to understand crowds better. You have access to the full spectrum of the five stairs if you understand crowds.

All of the options become available to you during the negotiations for the protest marches that are going to take place within your area of responsibility. The police are able to play an important role in the society they serve when there is conflict within the community that needs to be managed and expressed.

If you understand that crowds are normal and that they can be trusted you can communicate openly with the parties that are involved in the conflict and you can build trust by giving and receiving cooperation from all parties involved with the conflict.

If you consider an event from the perspective that crowds are a normal part of society, you must apply constraint in the deployment of force during the protest. You will understand where the participants are coming from and what their frustrations are.

Some of the participants will try to get the police to react to what they are saying and doing, to obtain political support through the media to further their goals. If the participants are allowed to express their frustrations in limited actions, the protest can be managed effectively and the possibility of total riots and damage to property will be reduced.

However, participants do not have the right to misuse the trust of the police. If the participants overstep the limit of tolerance established before the march the police will take the necessary actions to restore public order.

The police must clearly communicate the actions that they are going to take as stipulated by law and the policy for crowd management.

The type of force that is going to be used can also be stipulated during the golden triangle meeting in which all the respective role-players are present.

As soon as the objective has been achieved for which force against the participants was used the use of force must be stopped. After the use of force, the police must once again follow negotiations to allow for open communication. Negotiations is a continuous link with the leadership of the participants in crowd management.

You should never leave a victim at the negotiation table, because you never know when you will need that person's support in the future. The force used must also comply with the democratic balance. If you use too much force against participants more protest can be expected.

3. SUMMARY

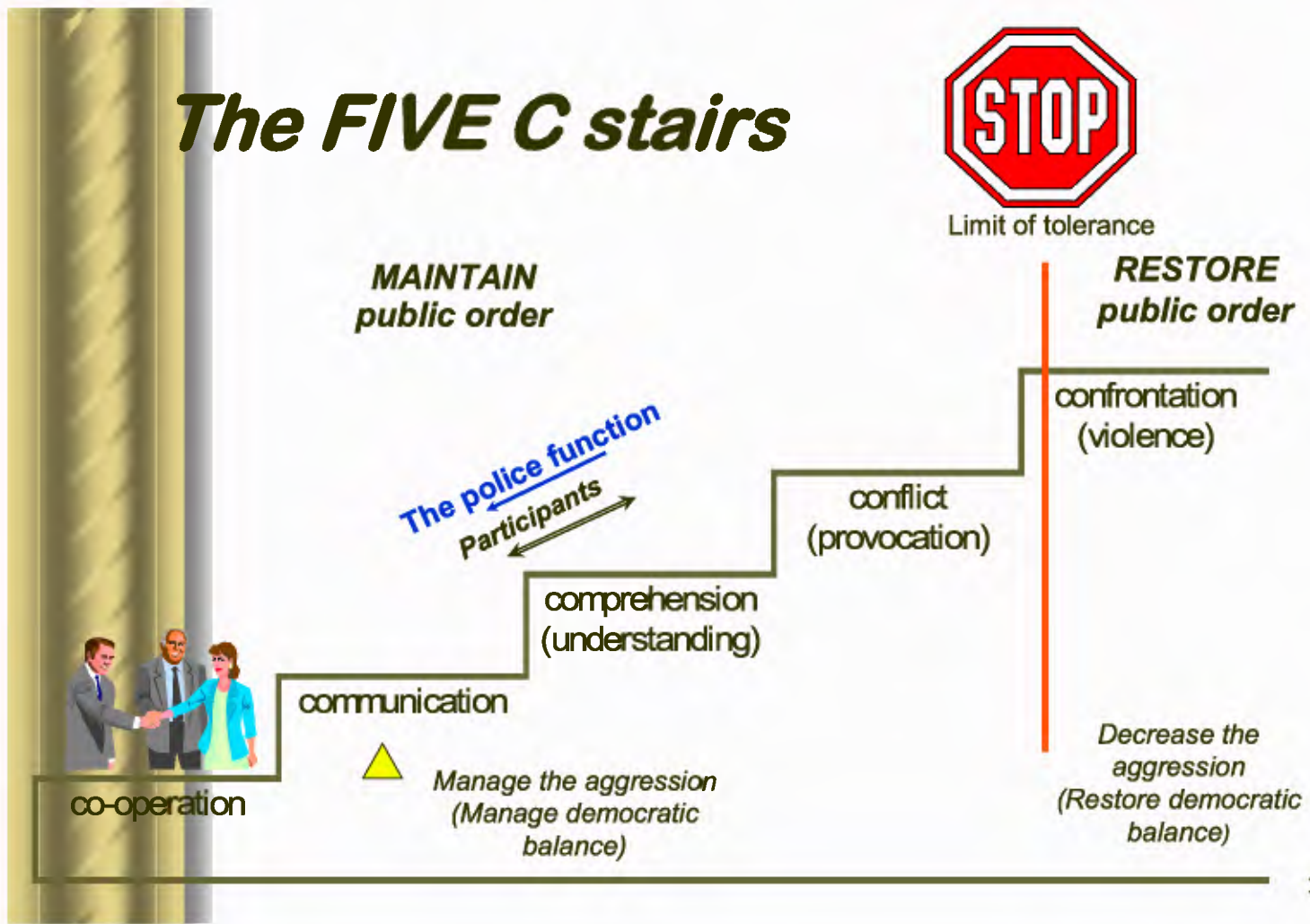
The actions taken, or not taken, must not cause the current levels of violence to rise, as the purpose of police actions should be to de-escalate the levels of violence (get the participants to go down the stairs). Any levels of violence that are considered abnormal must be as short as possible to allow the community to return to normal. All possible evidence that was left from the conflict must be removed as soon as possible so that the community can forget the past conflict, and rather focus on solving the conflict.

MINDSETS

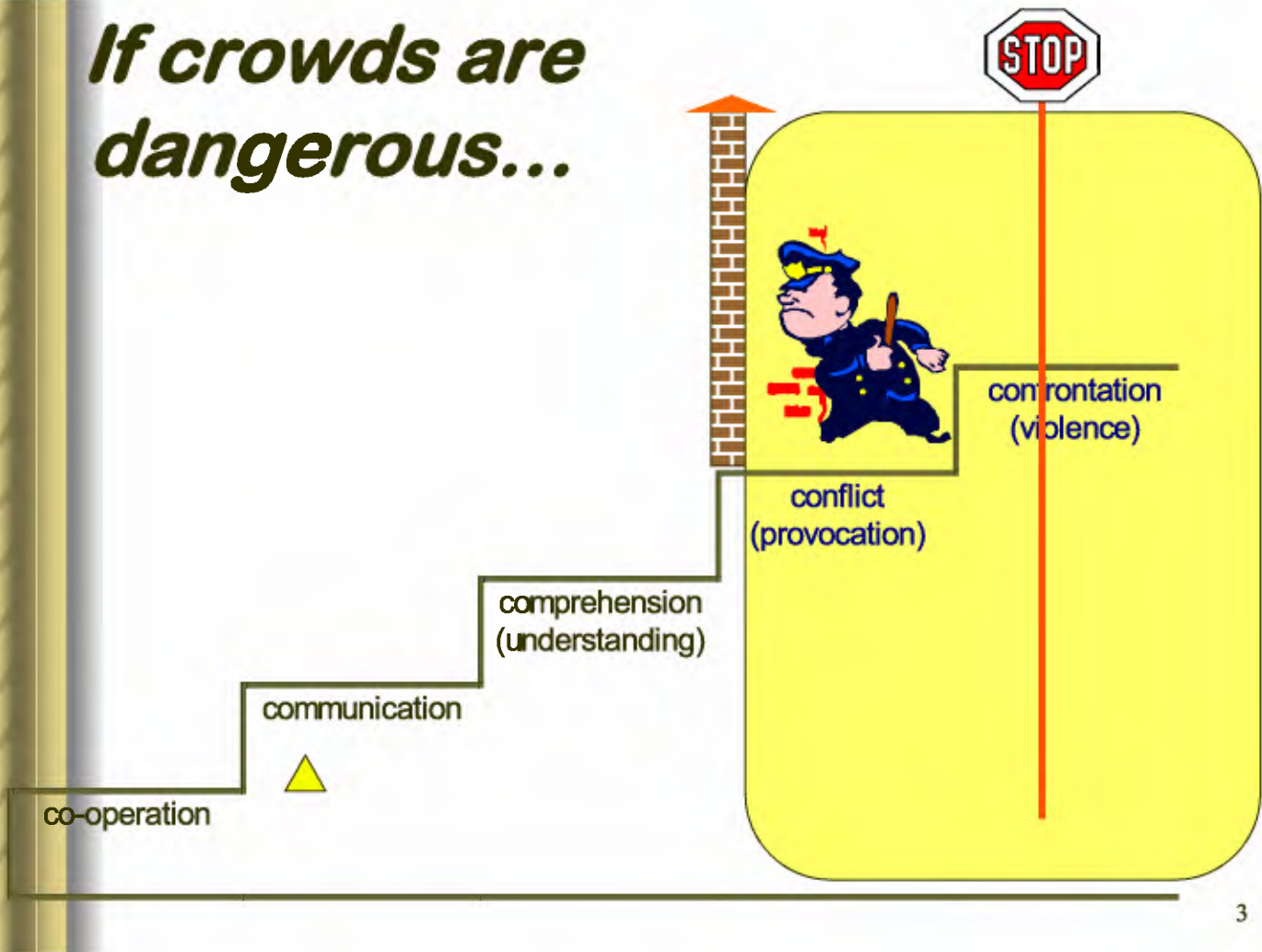
Five C-Stairs



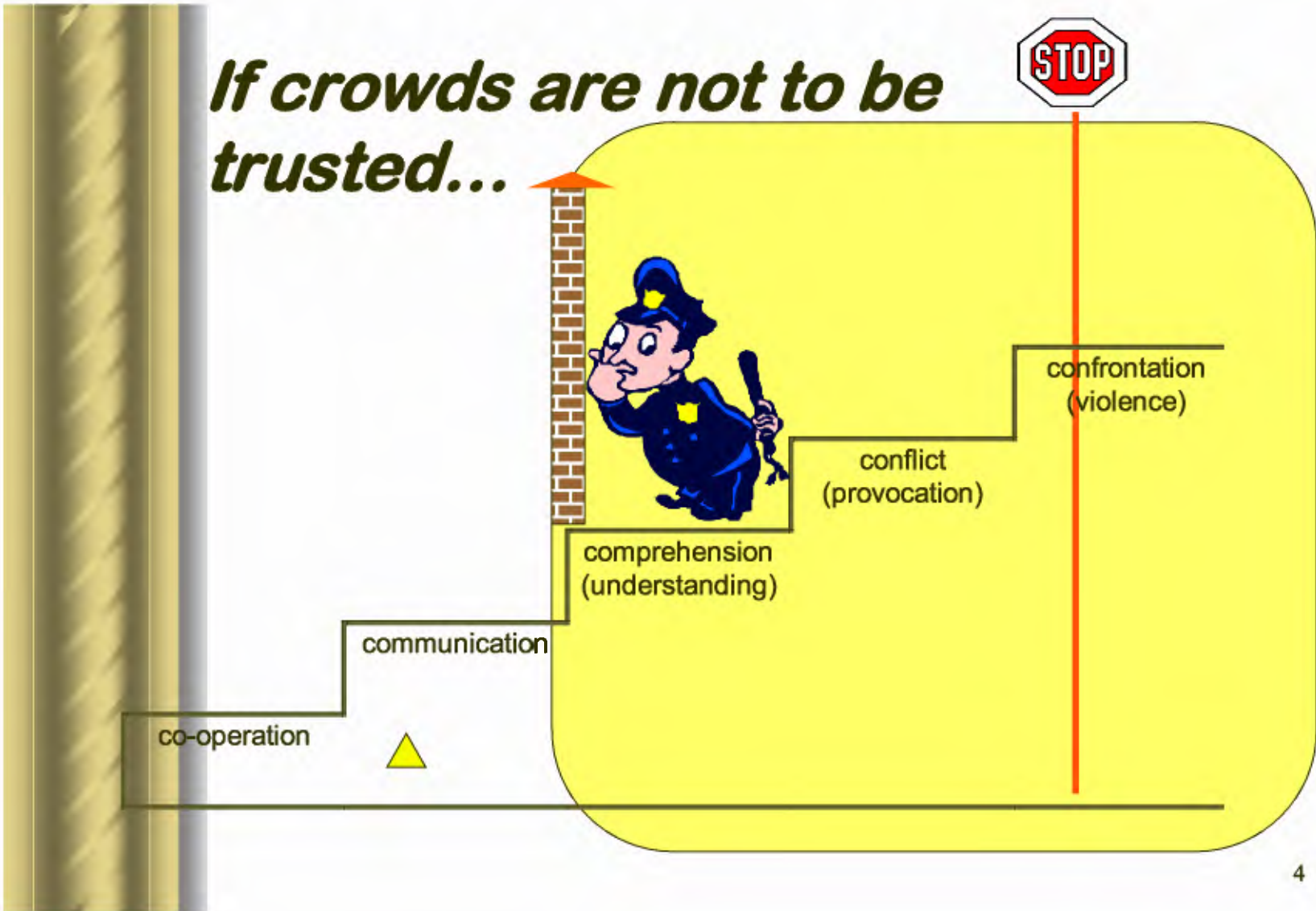
The FIVE C stairs



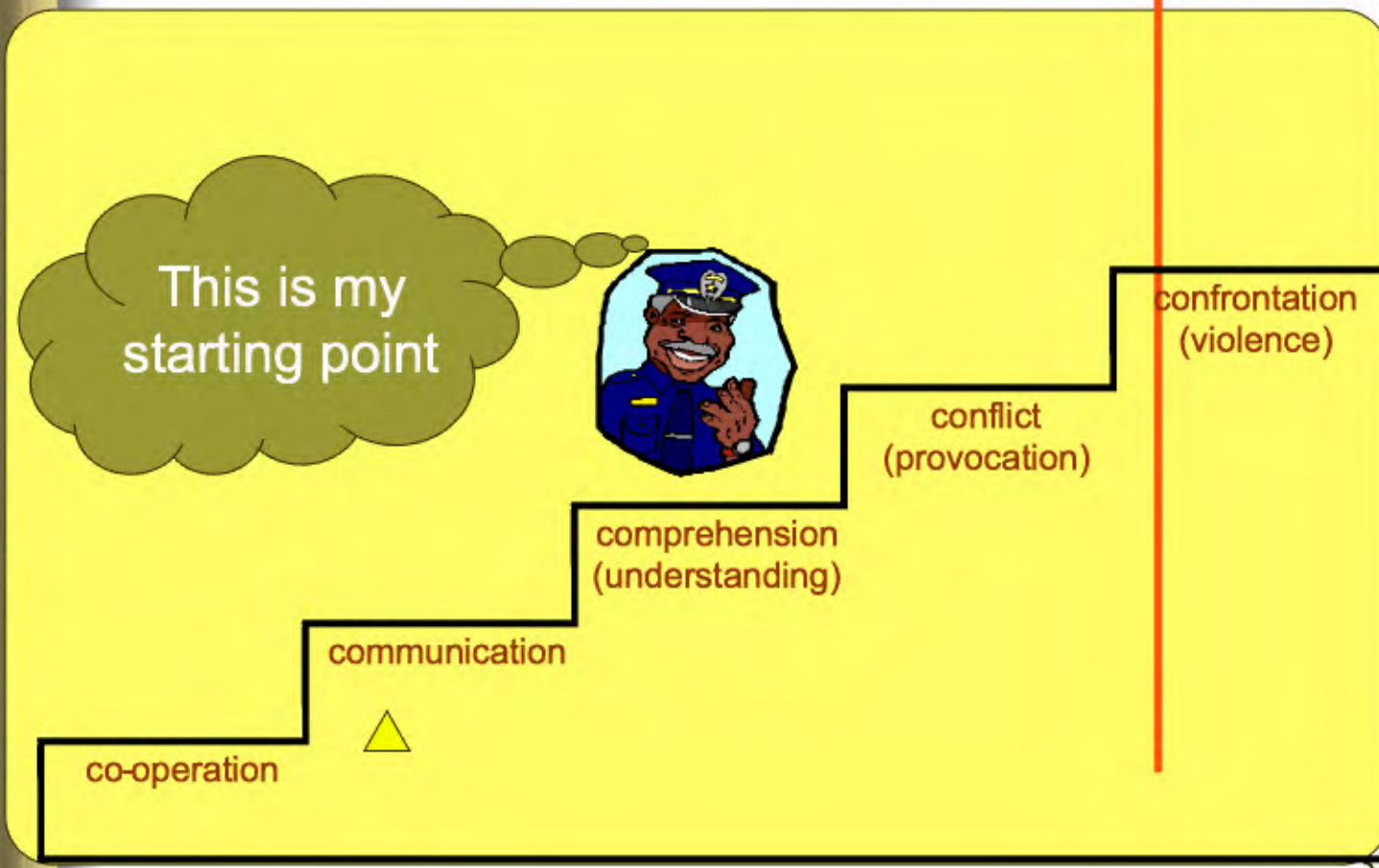
If crowds are dangerous...



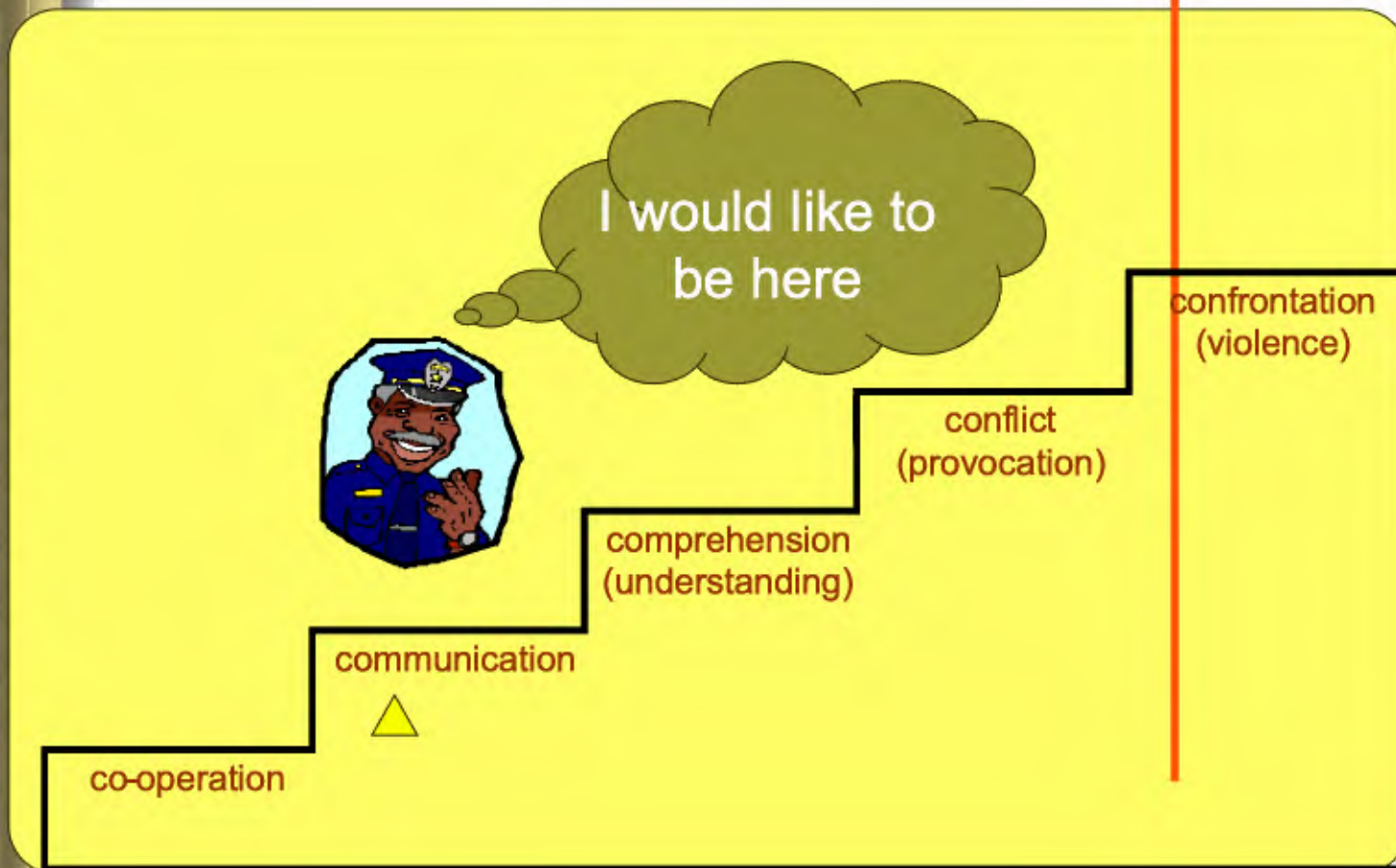
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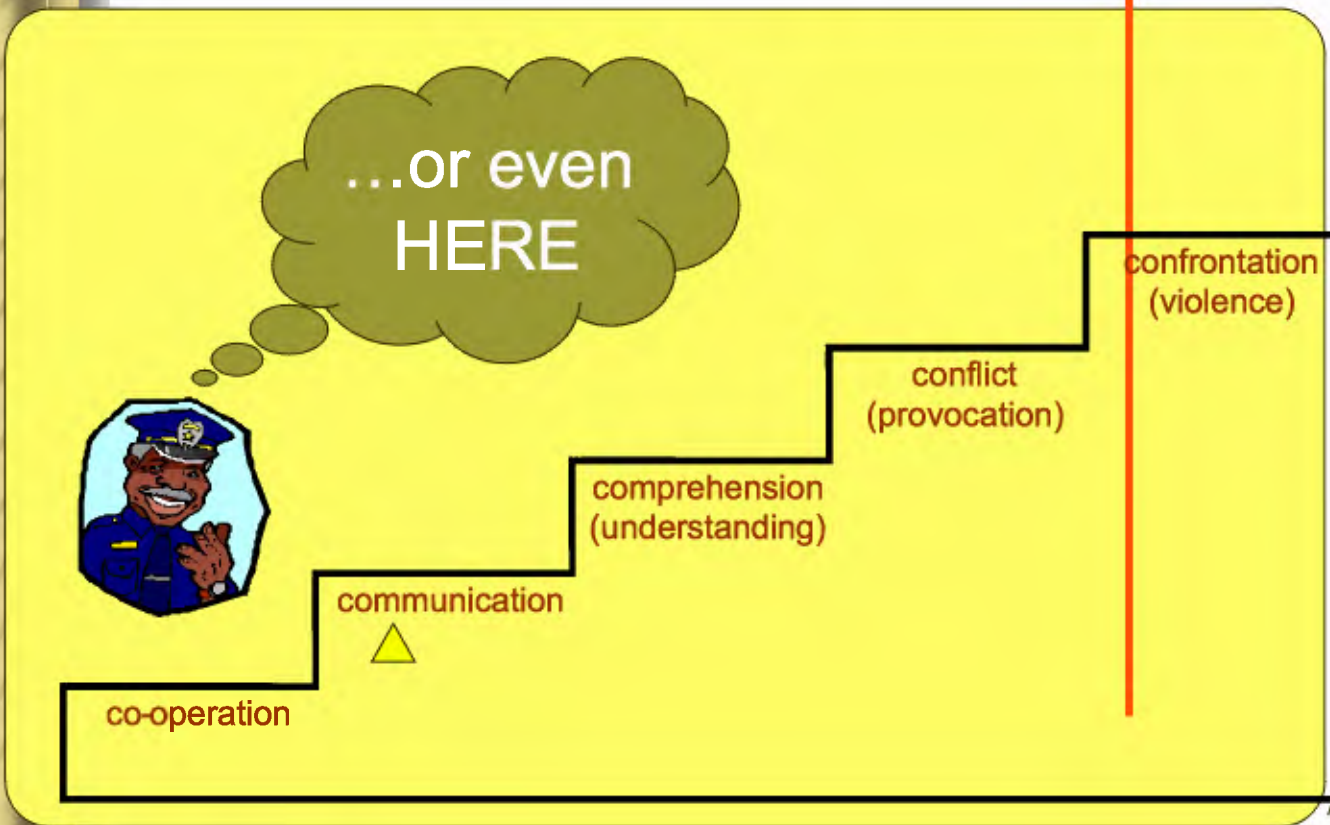
If crowds are constructive...



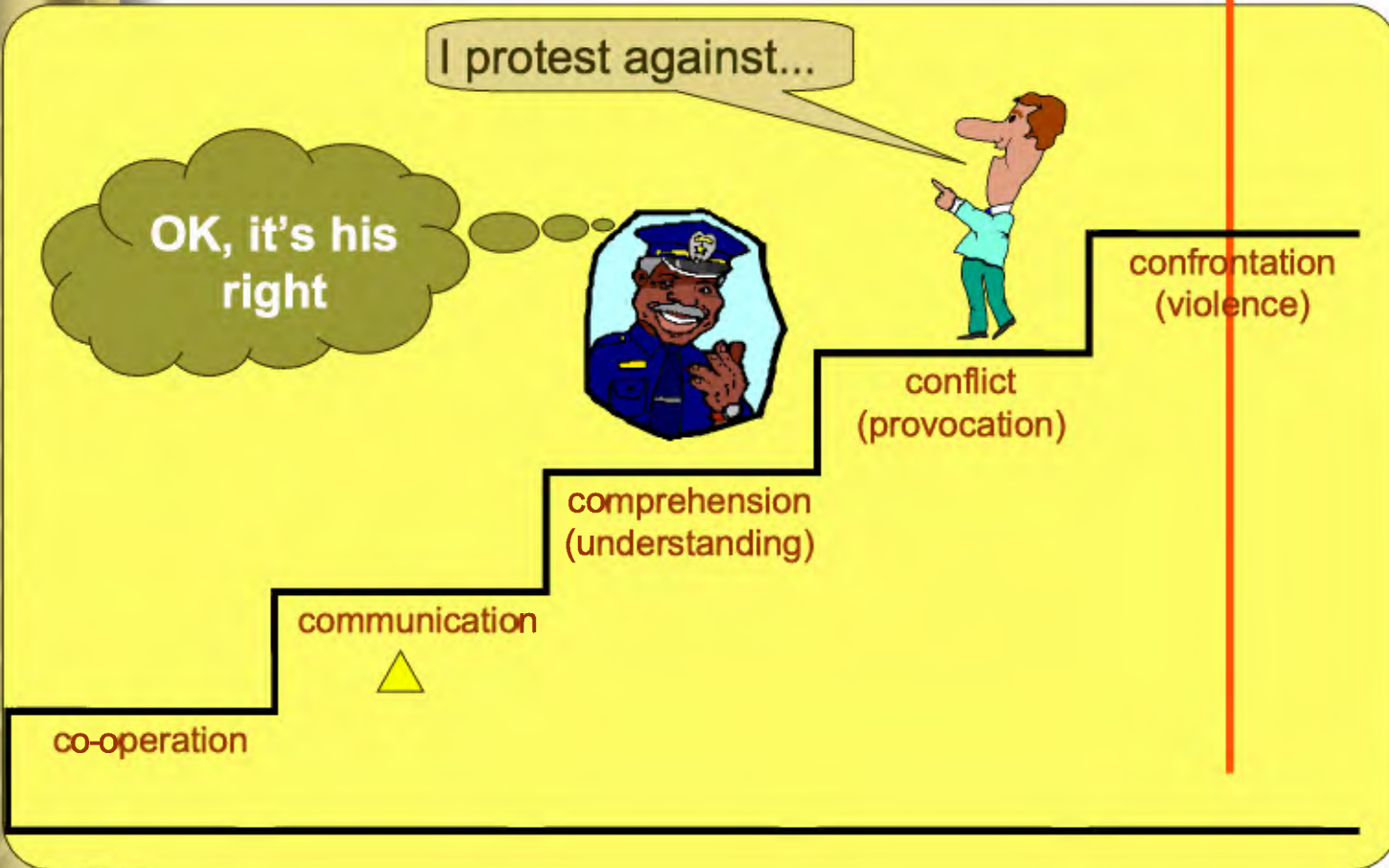
If crowds are constructive...



If crowds are constructive...



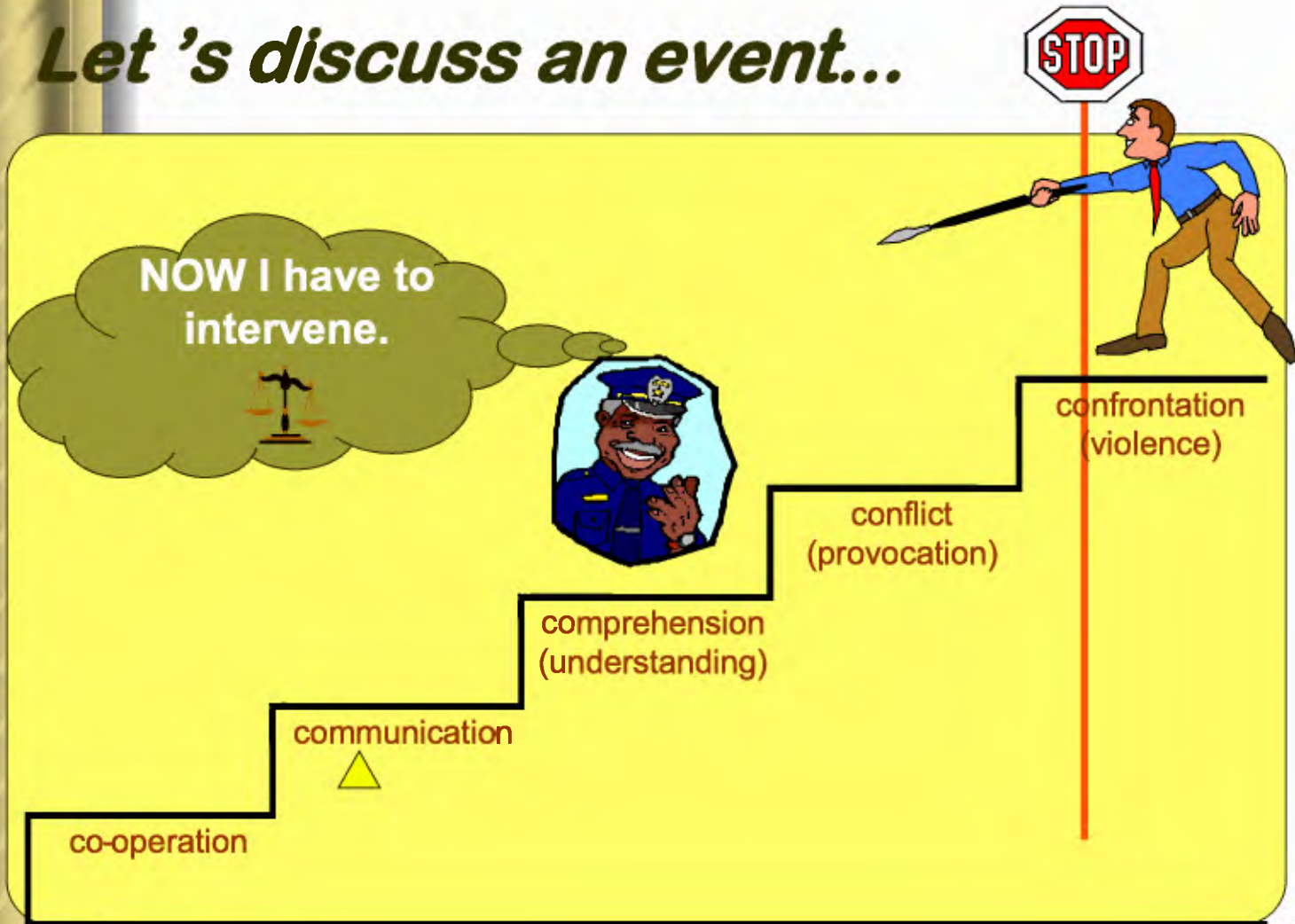
Let's discuss an event...



Let's discuss an event...

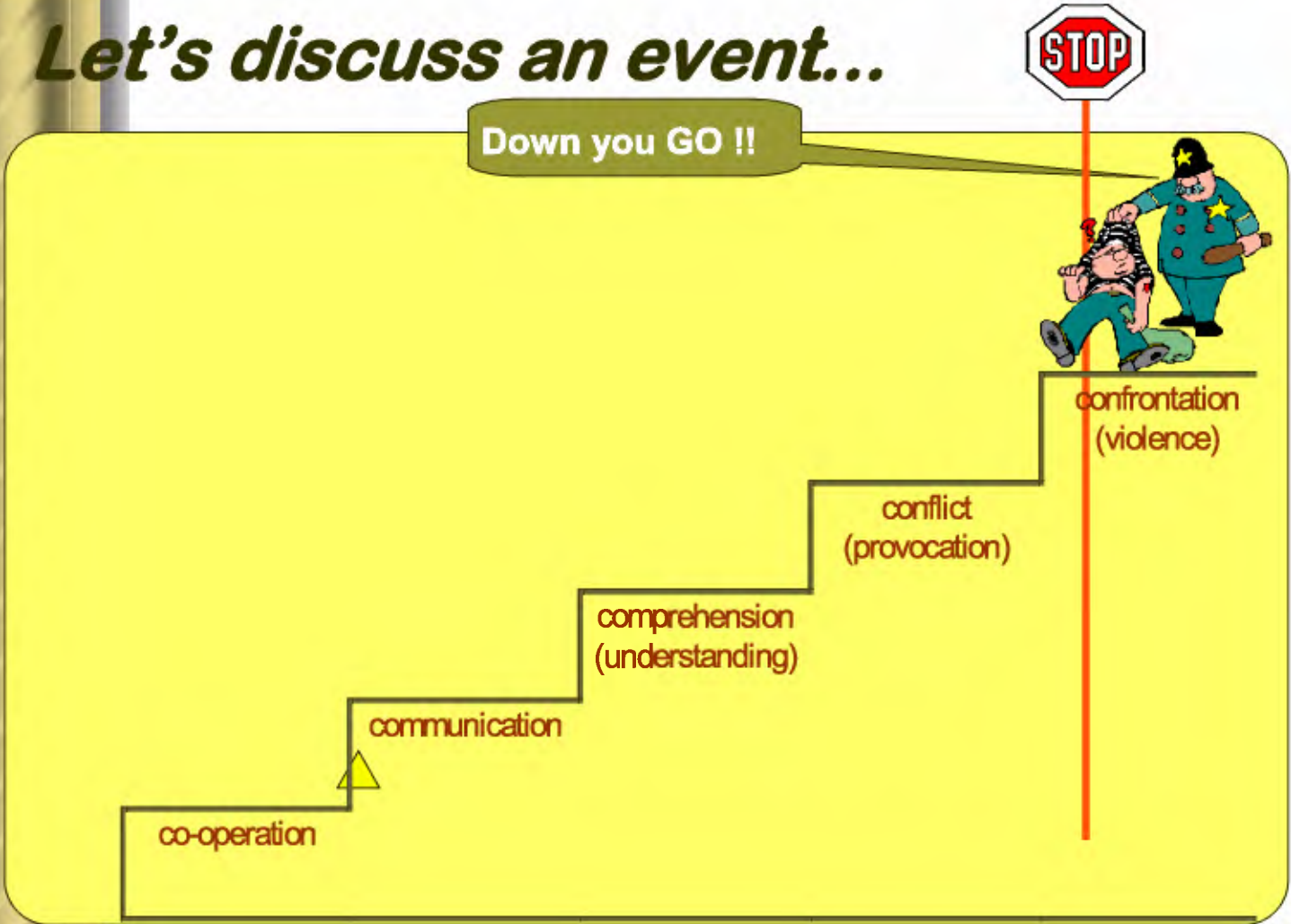


Let 's discuss an event...



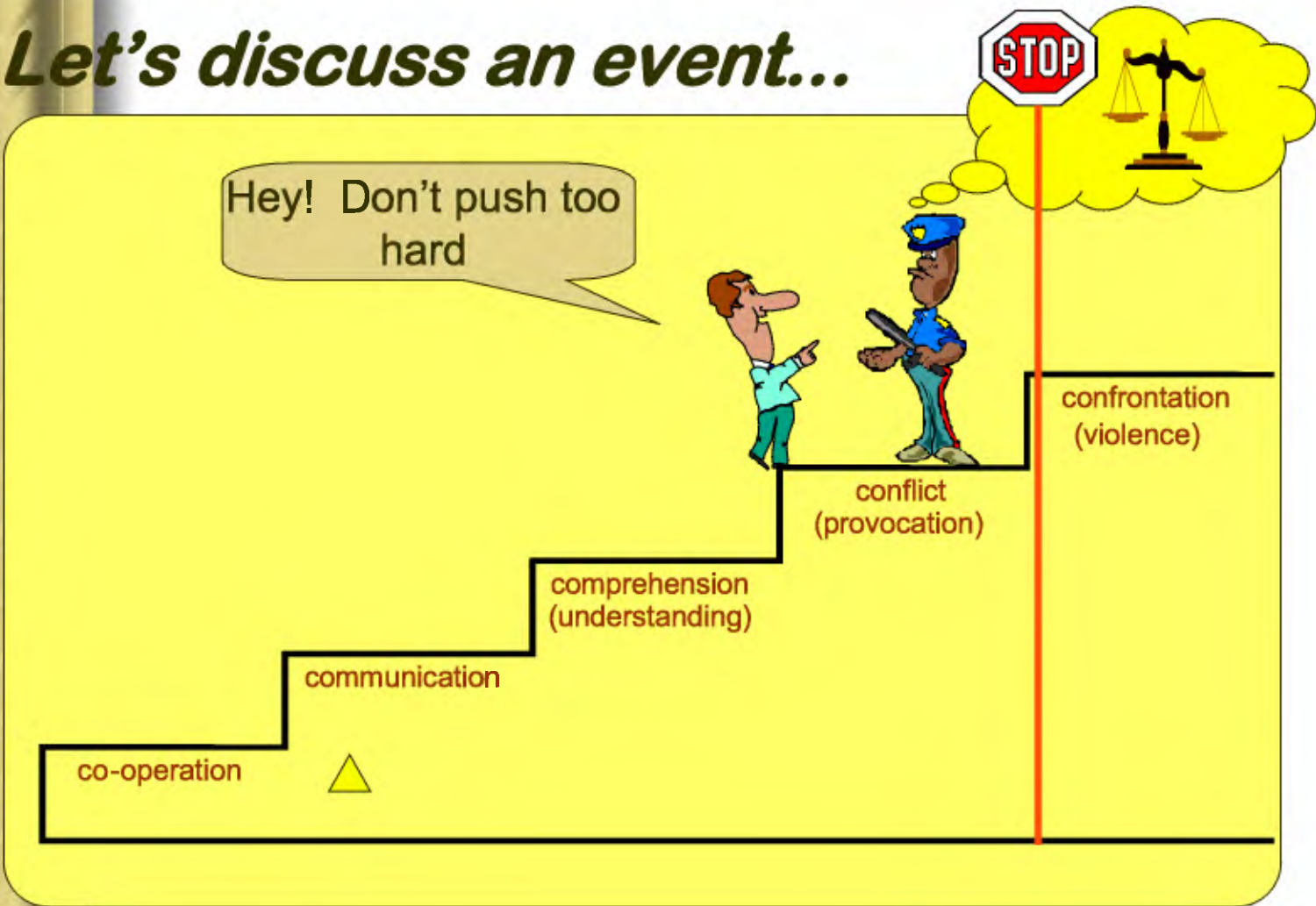
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Let's discuss an event...



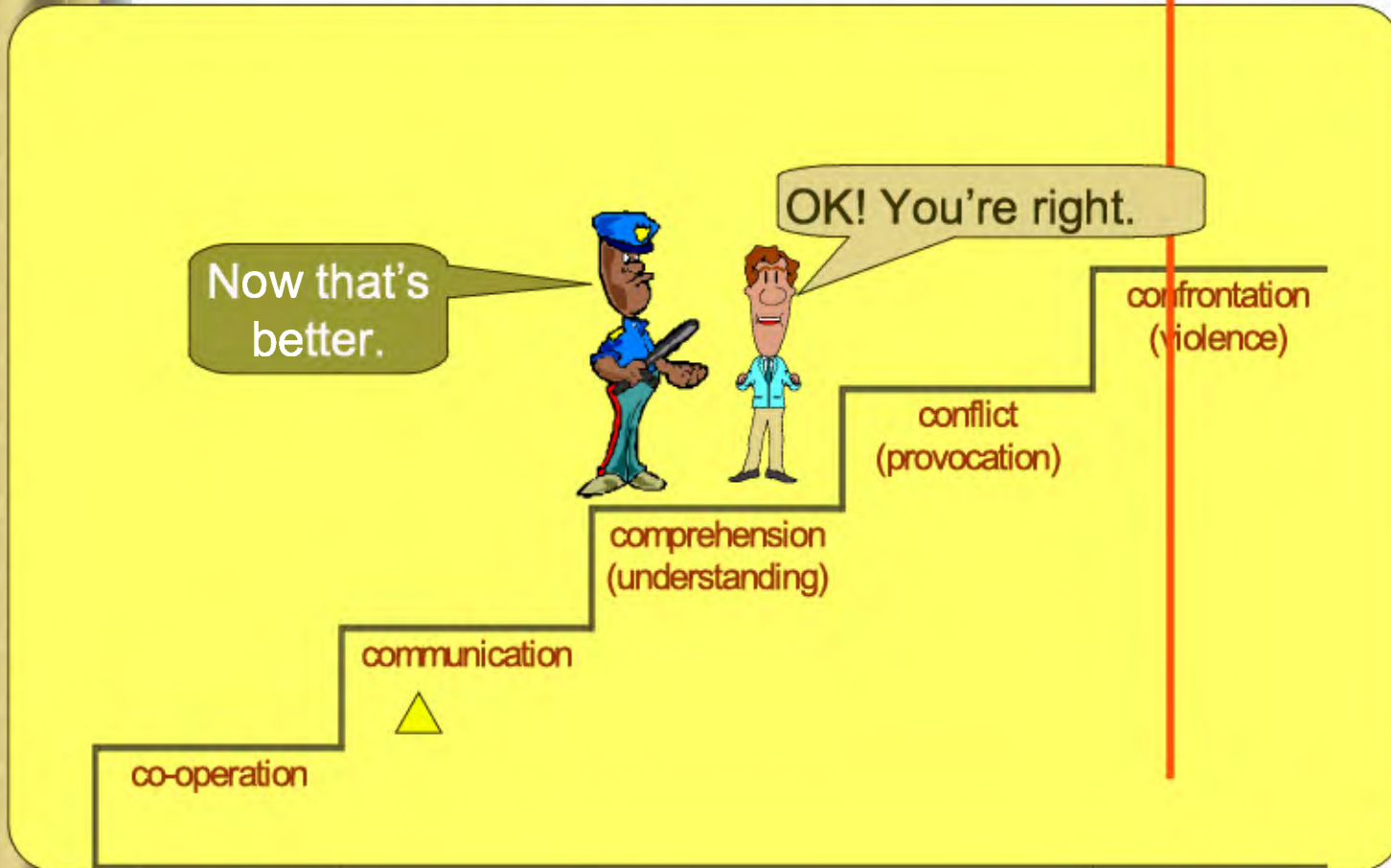
11

Let's discuss an event...



12

Let's discuss an event...



13

During this session we discussed:

- The five C stairs
- How the way we see crowds affects our decisions
- Next – Legal Framework of Operations.



The Integration of the Use Of Force Principles

Chapter 3

Chapter Outcome

After completion of this chapter, you will be able to apply the six principles of the use of force.

Learning Outcomes

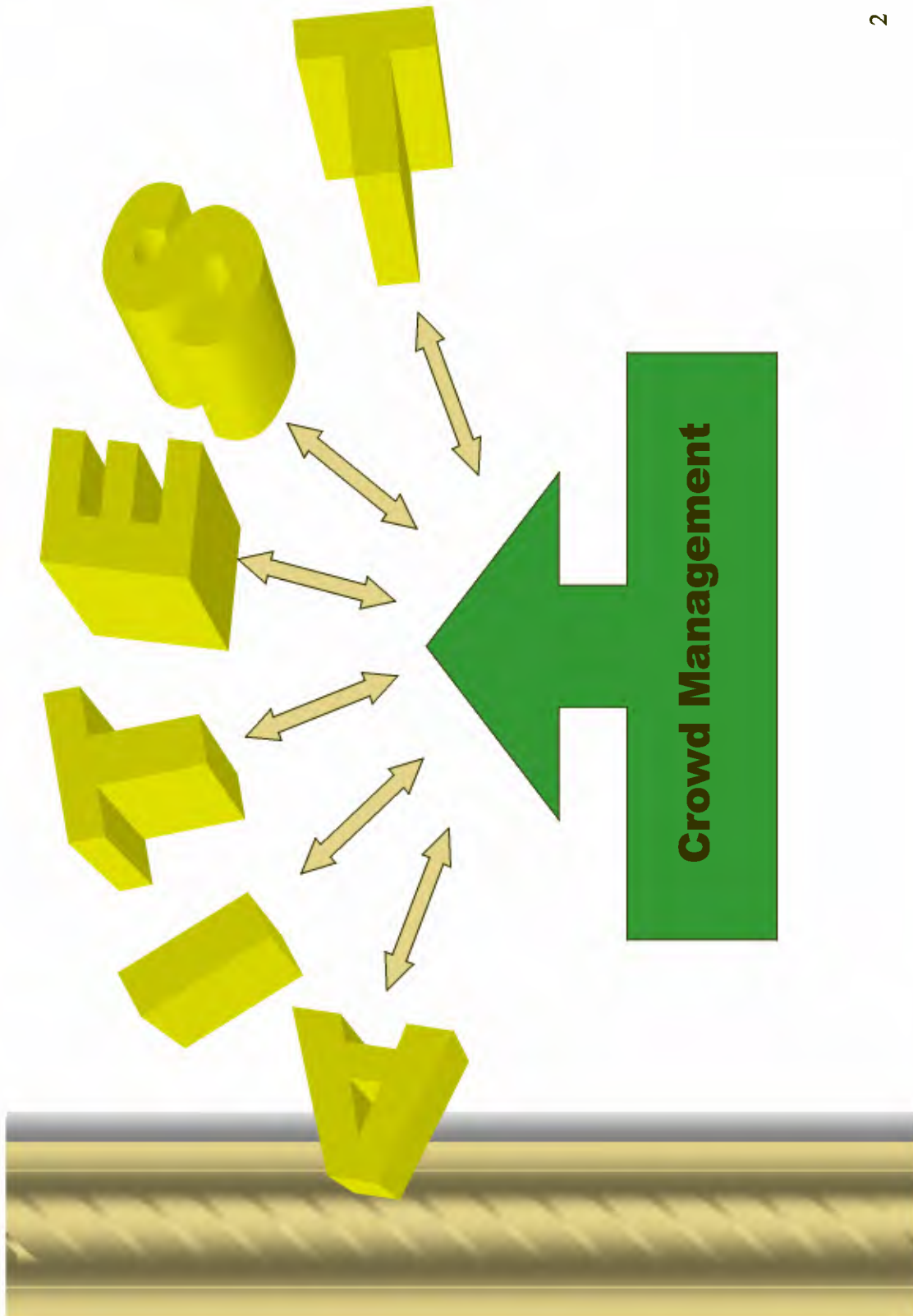
1. Be ALERT during the execution of policing tasks to prevent unplanned reactive actions.
2. Obtain the initiative in the execution of policing tasks to ensure control over the situation
3. Apply tactical communication to limit the need for the use of physical force.
4. Operate all personal equipment to ensure safety of people within the requirements of the Constitution and Police Service Act.
5. Make use of force decisions that meet legal, organizational and public requirements.
6. Function as member of a structured cohesive team in executing crime combating tasks.

Chapter Contents

| No | Topic | Page |
|-----------|--|------|
| | AI TEST AND CROWD MANAGEMENT (SLIDES) | |
| 1 | INTRODUCTION | |
| 2 | AI—TEST ACROYMN | |
| 3 | SCALE USE OF FORCE | |
| 4 | CONSTITUTIONAL POWERS OF THE POLICE | |
| 5 | POWERS OF THE POLICE GIVEN BY THE LAW | |
| 6 | PRIVATE DEFENCE ACCORDING TO COMMON LAW | |
| 7 | CONSTITUTION FOR PRIVATE DEFENCE | |
| 8 | DEADLY FORCE TRIANGLE | |
| 9 | JEOPARDY | |
| 10 | TEAMWORK | |
| 11 | TACTICAL COMMUNICATION | |
| 12 | EQUIPMENT AND RESOURCE VITALISATION | |
| 13 | SCALE (TACTICAL LEVEL) | |
| 14 | SUMMARY | |
| | | |

AI TEST and Crowd management





AI TEST- Alert

- Understand the crowd
- Observe the danger signs
- Avoid being caught up in the crowd
- Continuously collect information and evaluate the situation
- Determine the needs of the crowd and their leaders

AI TEST- Initiative

- Control the situation and your environment
- Ensure safe progression
- OODA-LOOP - stay within the loop
- Bring the leaders out to your ground

AI TEST- Tactical communication

- Ask questions
- Reflect verbal attacks
- Focus on the bigger goal (be flexible)
- Strive towards “win more, win more”. “For your safety and mine please”
- Build trust and apply active listening
- Be aware of -
 - communication filters
 - non-verbal signals and tone of voice

AI TEST- Equipment

- Well-maintained
- Prepared for duty
- Regular inspections
 - expiry dates
 - damage.

6

AI TEST- Shooting Decision

- The democratic balance
- Principles of community policing
- Use-of-force decisions
- Five C stairs
- Implications for future marches/
gatherings
- Policing functions
- Code of Conduct

AI TEST- Teamwork

Teamwork is when a group of people work towards a **common goal** in a **unified** and **cohesive** manner.

The opposite of teamwork is **individual actions** which divide power and result in risky, unplanned, isolated actions.

Rules for teamwork

**Application of the
Five C stairs**

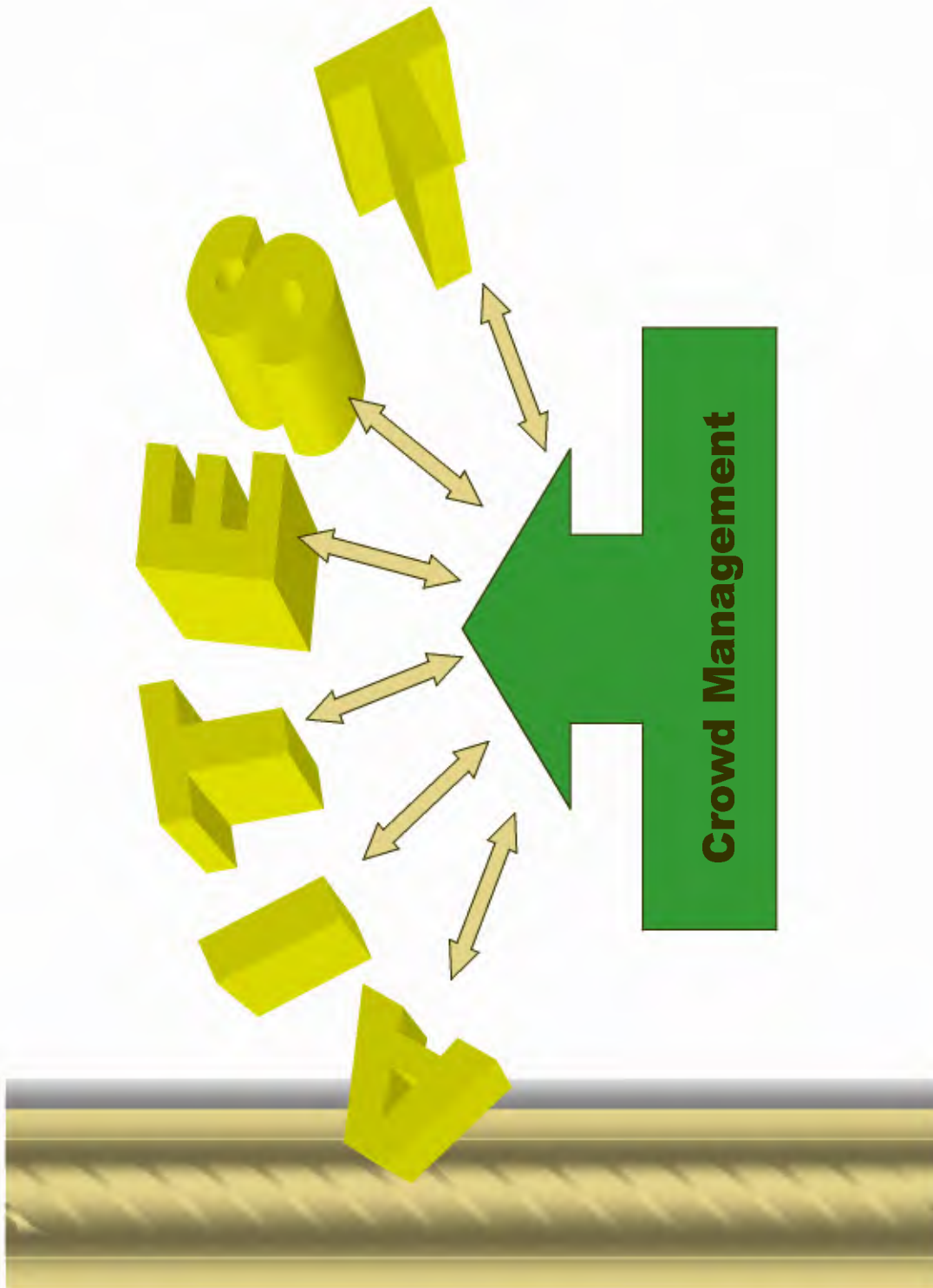
**Look for opportunities
to assist**

No individual actions

Remain in formation

Call for back-up

**Apply techniques of
tactical movement**



1. INTRODUCTION

The principles of use of force are based on the safety of police members during crowd management exercises for the purpose of reasonable, justifiable and appropriate use of force.

2. A1 TEST

2.1 AI-TEST ACRONYM

- A** - Alert
- I** - Initiative
- T** - Tactical Communication
- E** - Equipment
- S** - Scale for use of force decisions
- T** - Team work

Note: All six principles must be applied to all policing tasks.

2.2 ALERT AI-TEST

- Knowledge of the threat
- Awareness of personal circumstances
Mentally switched on,
- Read the signs or ID danger clues
- The ability to anticipate danger
- Avoid “threat” situations
- Continuous action planning
- Plus one rule
- Tactical breathing

- Visualization
- Programming the proper response
- Programming back-up plans

2.3 I—INITIATIVE AI-TEST

1. Safety is only possible if there is full control over the object
2. Safe progression through cohesive action
3. Pre-containment phase
4. Containment
5. Isolation
6. Action

When control is lost move back one phase

1. Tactical Communication Approach
2. Arrogance can be a trigger of violence
3. Professional Presence
4. Do not lose temper
5. Tolerant
6. Open
7. Flexible
8. Unbiased
9. Have a plan

2.4 TACTICAL COMMUNICATION APPROACH

1. Arrogance can be a trigger of violence
2. Professional Presence
3. Do not lose temper
4. Tolerant
5. Open
6. Flexible
7. Unbiased

Have a plan

2.5 TACTICAL COMMUNICATION NEGOTIATION

1. Reflect verbal attacks.
2. Focus on bigger goal (be flexible).
3. Strive towards Win more Win more. “For your safety and mine please.....”
4. Build trust and apply active listening.
5. Be aware of:
 - Communication filters
 - Non verbal and voice

The following tactical communication are as follows:

- Active listening
- Verbal abuse
- Voice tone
 - Strip phrases for example.
 - “ I understand that, but.....Oh yes, butYou have a point, but
 - Maybe so, but..... “
- There are two basic laws during communication namely: “ They can say what they want as long as they do what I say”
- This is the only profession that requires us to be in control when everyone around us is out of control
- The visual control are as follow:
 - Opposite of tunnel vision
 - Use peripheral vision
 - Ensure no surprise

During body language the following are important, namely:

- Show confidence & in control
- Assertive
- Control body movements

Positioning:

- Always put something between you and the suspect
- Closing of distance
- Let people sit

Demonstrate readiness

Closing the distance

- Do not attempt this without good back-up cover!

2.6 EQUIPMENT

What Equipment problems do you experience?

Holster covered by body amour

What is your responsibility?

- Make list of equipment you need to be competent in the use of.
- What could you look out for or be conditioned in when preparing for duty?

3. SCALE FOR USE OF FORCE

- Constitutional Authority to police
- Law Gives Powers to Police

- Framework for discharging Discretionary Powers
- Reasonable Police Official

4. CONSTITUTIONAL POWERS TO POLICE

- Prevent, combat and investigate crime
- Maintain Public Order
- Protect and secure the inhabitants of RSA and their property, and
- Uphold and enforce the law

5. POWERS OF POLICE GIVEN BY LAW

- Criminal Procedure act, 1977 (Act 51 of 1977)
- Police Service Act, 1996 (Act 68 of 1996)
- Regulations of the Gatherings Act, 1993 (Act 205 of 1993)
- The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

6. PRIVATE DEFENSE ACCORDING TO THE COMMON LAW

Defense of self or somebody else against an unlawful attack on life, body, property or person.

7. CONSTITUTION FOR PRIVATE DEFENSE

- Must be unlawful
- Attack must still be threatening
The attack can be against a third party and not the defender
- Must be the only way out
- Must do no more damage than what is necessary to protect against the attack
- Must be aware of the fact the action is out of private defense

7.1 DISCRETION

- Discretion is given in empowering provisions in law by using the words “Can or May”
- The police official must carefully consider all the different options and prevent infringing the rights of individuals as far as possible.

7.2 POLICE DISCRETION

- Do you have the power?
- Is it reasonable and justifiable to do it?
- What about the constitution?
- What about the Code of Conduct & Police Service Act?
- Don't you have professional ethics as police officials?

7.3 REASONABLENESS

Force used is reasonable when:

- A person believe it is appropriate to act
- The belief is based on facts
- Any reasonable person in the same circumstances and view of the ground would have the same belief.
- The reasonable man test will be used to test reasonableness of all use of force decisions.

7.4 SECTION 36(1) CONSTITUTION

Contained in law of general application.

Reasonable and justifiable in an open and democratic society based on human dignity, equality and freedom.

7.5 Code of Conduct SAPS

Police officials promised to:

- Uphold the constitution
- Uphold and protect the fundamental rights of every person &
- Exercise the powers conferred upon them in a responsible and controlled manner.

7.6 POLICE SERVICE ACT, 1996 (ACT 68 OF 1996)

Section 13 subsection (3)(b) states:

Police Officials who are authorized by law to use force, may use only minimum force which is reasonable in circumstances

7.7 ETHICAL PRINCIPLES

- Integrity
- Respect for diversity
- Obedience to Law
- Service Excellence
- Public approval

7.8 THE REASONABLE POLICE OFFICIAL

- Have extensive knowledge of police powers given by law
- In second nature act in private defense
- Understands the dynamics of the society he/she serves
- Comply to the ethical principles of the Service and by doing so serve the Constitution and Code of Conduct

8. DEADLY FORCE TRIANGLE

- Improper shooting decisions carries the potential for
- costly civil claims,
- criminal prosecution,

- strained community relations and
- ruined professional and personal lives
- such decisions takes place under high stress situations
- officials are afraid of consequences
- In most cases the decision is complex and risky
- applying the AI TEST and
- being well trained.

will simplify shooting decisions.

- The Deadly Force Triangle will improve high stress shooting decisions.

9. JEOPARDY

Jeopardy exist when the suspect takes advantage of his/her ability and opportunity to place a person in imminent physical danger.

10. TEAMWORK

- Teamwork is when a group of people work towards a common goal in a unified and cohesive manner
- The opposite of teamwork is individual action which divide power and result in risky unplanned isolated action.

11. TACTICAL COMMUNICATION

- Preventative communication to resolve conflict. (Forums etc)
- Establish communication and negotiate always as first option.
- Deployment of Forces also communicate a message.

12. EQUIPMENT AND RESOURCE UTILISATION

- Deploy resources to match the threat. Why?
- Deploy appropriate equipment and technology. Why? What can go wrong?
- What is the consequences of always planning for the worst case scenario?
- What assessments must be conducted to be able to deploy appropriate physical resources?

13. SCALE (TACTICAL LEVEL)

Legal framework remains the same

To prevent individual action there is a need for quick decisions which can be achieved through.

- Written use of force policy
- Contingency plans
- Accurate, direct and timeous information
- AI-TEST as integrated system



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LT Colonel

TV Molaudzi
Division HRD
Pretoria

Subject Matter Experts:

Brigadier Z Mkwphanazi

Division
Operational
Response
Service

Colonel DD Damane

POP KZN
Marian hill

Colonel AH Kapp

Provincial POP
KZN

Colonel CS Sanders

Provincial ORS
Northwest

LT Colonel V Day

Division
Operational
Response
Service

LT Colonel A Mtsweni

Division
Operational
Response
Service

LT Colonel PD Maluleke

Provincial POP
Mpumalanga

LT Colonel AG Bosch

Provincial ORS
Northern Cape

LT Colonel S Moodley

POP KZN
Marian hill

Capt P. Maphanga

Division
Operational
Response
Service

Capt (f) T.M. Beesnaar

Division
Operational
Response
Service

W/O G. Terblanche

POP George

W/O A.R. Stephanus

POP Cape
Town West



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