



2021 Crowd Management Training Evaluation Report

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2021 Crowd Control Training Program

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Executive Summary

Effective crowd management is critical for ensuring community trust, community safety, effective public communication, and the best outcomes for members and the community served. The dynamics of mass demonstrations vary considerably, with some being peaceful and requiring no police response and others needing extensive police intervention to ensure public safety. This requires a diverse set of skills in many crowd management topics, such as related law and policy, use of force during crowd management, crowd psychology, crowd management theories and procedures, Incident Command System structure and processes, mobile field force procedures, and de-escalation techniques.

The 2021 Crowd Management training was a five-hour training for all sworn Portland Police Bureau members. The training focused on use of force reporting requirements, legal updates, mobile field force, and procedural justice. The training included lessons learned from the 2020 protests, information regarding current and pending changes to laws and policy, procedures for mobile field force activation, use of force decision making, and the application of procedural justice and de-escalation principles to crowd management situations. The training topics were derived from the Chief's Office, DOJ and COCL recommendations, City Attorney's Office, and Training Division management.

Student surveys, observations, in-class learning assessments, and findings from other evaluation processes were utilized to assess the quality of the training event, student learning, and future training needs. The instruction was mostly well received with the attendees rating the instructor's highly in terms of organization, preparedness, knowledge, and interaction with the class. The ratings for the curriculum being a good use of training time and their overall satisfaction with the training was more mixed, although mostly positive. A substantial amount of this appeared to be due to the lack of clarity regarding laws and directives pertaining to crowd management at the time, leaving attendees uncertain about how some crowd situations could realistically and effectively be managed. It was anticipated that this may be a challenge given the timing of the training, as several potential law and directive changes were still pending. The findings also indicated that the following may have further enhanced the effectiveness of the training and increased learning opportunities: incorporating a practical component to the training, more time to ask questions from City and Bureau leadership after the training sessions, information pertaining to officer safety, the Bureau's plan for responding to future riots, time for members to discuss and debrief the strain from the protests since 2020, and a hopeful message that encourages exceptional law enforcement service that will help contribute to the City's future well-being.

Members also provided substantial amounts of information pertaining to their future training needs for crowd management. This information included support for the following future training topics: Potential Bureau strategies and contingency plans for addressing different types of crowd control situations, managing protestors engaged in aggressive behaviors (e.g., surrounding vehicles, breaking into precincts), situational awareness and ambush preparedness, directives and laws pertaining to crowd management, control tactics, knowledge of violent crowds, force reporting for crowd

management, de-escalation techniques, and practical application skills and scenario training for effective crowd response strategies.

The information from this evaluation process as well as many other sources have been utilized for the Bureau's crowd management training needs assessment and training planning processes. The Bureau is in the process of delivering Incident Command System training to all members and planning additional specialized training to better support sworn members.

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INTRODUCTION

In 2021, the Bureau conducted a crowd management training for all sworn members. This five-hour training focused on use of force reporting requirements, legal updates, mobile field force, and procedural justice. The training included lessons learned from the 2020 protests, information regarding current and pending changes to laws and policy, procedures for mobile field force activation, use of force decision making, and the application of procedural justice and de-escalation principles to crowd management situations. The training topics were derived from the Chief's Office, DOJ and COCL recommendations, City Attorney's Office, and Training Division management.

2021 CROWD CONTROL

Class Sessions

Approximate Number of Hours

Force Reporting	1.80
Legal Updates	2.00
Mobile Field Force	0.25
Procedural Justice	0.75

The Evaluation Process

The Training Division utilizes multiple research methodologies within the Kirkpatrick Model of Training Evaluation for evaluating the effectiveness and impact of training. For this training, the evaluation process focused on examining the quality of the training event, student learning, and the relevancy of the material. This included the use of student feedback surveys, observation, and learning assessments. In addition, information from other training program evaluation findings provided further insight for the crowd management evaluation process.

In 2021, the Training Division also began conducting a training needs assessment process specifically for crowd management which includes an examination of related on-the-job outcomes (for example, use of force, misconduct complaints, reporting requirements, the management of crime, use of de-escalation techniques, public perspectives, etc.). This evaluation process utilizes a mixed-method approach, with the analysis integrating the findings from various sources of information to form a more comprehensive perspective.

Report Purpose

This report provides the survey and in-class learning assessment results for the 2021 Crowd Management classes. The Training Division is utilizing these findings to inform the training needs assessment, future curriculum development, instruction, and training planning.

PROCEDURAL JUSTICE

Overview

In Procedural Justice (PJ), the principles are foundational and help maintain positive relationships between the community and law enforcement officers as community expectations change over time. The foundational principles of Procedural Justice are voice, neutrality, respect, and trustworthiness (VNRT). By following these principles during a crowd control event, officers can continue gaining the trust and respect of the public even if the situation seems politically polarizing. The PJ training emphasized how these positive experiences can leave a lasting impression when an individual is engaged in dialogue concerning how police actions, both with the sound truck and through conversation, can lead to better understanding of law enforcement procedures. A lapse in PJ-style policing could result in distrust between the community and law enforcement thus negatively impacting the public's view of law enforcement fairness.

Related Laws/Directives

- 020.00 Mission, Values, and Goals
- 024.00 Community Policing Purpose
- 310.00 Professional Conduct and Courtesy
- 315.30 Satisfactory Performance

Learning/Performance Objectives

- Articulate how public perception at crowd control events is intertwined with fundamentals of procedural justice (Voice, Neutrality, Respect, and Trustworthiness).
- Articulate the importance of distinguishing between those who want to have a voice with free speech and individuals who use public events as a platform to conduct crime.
- Identify how de-escalation principles are important within context of crowd control events; both from oversight and individual action.
- Articulate the roles of proactive and defensive attempts to improve procedural justice during a crowd control event.

In-Class Learning Assessment

End of Day Knowledge Test

The end of the day knowledge test included twelve questions. Of the twelve questions, two of the inquiries pertained to Procedural Justice. These questions assessed the understanding of which factors could negatively impact the police's ability to build legitimacy and which police tactics could help improve Procedural Justice during crowd control events.

Results

Overall, members did well on the Crowd Control test questions with an accuracy of 79 to 94 percent. A more detailed analysis of the test results is provided in Appendix B. One of the below Procedural Justice questions was missed by at least 20 percent of the members. For the question regarding “which of the following factors can negatively impact the police’s ability to build legitimacy” had a passing rate of 79 percent. The correct answers for this question were all four options: A) Negativity Bias (the human tendency to recall negative stimuli more readily), B) Availability Bias (the human tendency to think information that comes more readily to mind occurs more frequently than it does), C) Media depicting police negatively, and D) A lack of Bureau communications with the public. The majority of the members selected options A, C, and D as their answers. During the course of this training, this question and its associated answers was not identified as being confusing or problematic.

Test Results

CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 723

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following factors can negatively impact the police's ability to build legitimacy? (<i>Select all that apply</i>)	79%		
Negativity Bias (the human tendency to recall negative stimuli more readily)		707	98%
Availability Bias (the human tendency to think information that comes more readily to mind occurs more frequently than it does)		644	89%
Media depicting police negatively		666	92%
A lack of Bureau communications with the public		678	94%
Which of the following tactics can be used to improve perceptions of procedural justice at crowd control events? (<i>Select all that apply</i>)	94%		
De-escalation attempts		722	100%
Providing clear instructions via the sound truck and by officers		720	100%
Deploying officers out of sight to minimize the chance for conflict		683	95%
Arguing with the crowd about political issues		4	1%

Survey Results: Student Feedback

Twenty-six survey items pertaining to the 2021 Crowd Control training were included in the student feedback survey. The survey covered topics to gain feedback on training instruction such as whether the training was a good use of time and the understanding of crowd control events. Three of the twenty-six survey items were applicable to Procedural Justice. The survey items focused on gaining feedback on the instruction and whether the training was a good use of time.

In total, there were 315 completed surveys for this training. Overall, the results indicate that this training was well conducted and moderately well received by bureau members. There was a high-level of agreement among the respondents that the trainer(s) were organized and well-prepared (approximately 52 percent agreed, 38 percent strongly agreed) and were knowledgeable in the topic (approximately 53 percent agreed, 35 percent strongly agreed). Furthermore, most respondents felt this training was a good use of their time (approximately 36 percent agreed, 22 percent strongly agreed). The responses of these three questions concerning all four training topics were slightly mixed. For the respondents who did not find this training to be a good use of their time, many of them did not provide commentary on what could have been done to improve their training experience. There were some individuals who provided commentary on the survey and voiced their dissatisfaction with this particular section because some members are still disappointed with the leadership within the City of Portland as well as within the Bureau, found the training to be too basic or repetitive, and found it difficult to speak about their emotions or feelings regarding the relentlessly continuous crowd control events during 2020.

Overall, this group rated the instruction well although not as high as the other topic areas.

Procedural Justice							
n = 315							
	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Missing
The trainer(s) were organized and well prepared.	3.5%	0.6%	1.0%	5.7%	51.6%	37.6%	1
The trainer(s) were knowledgeable in the topic.	2.9%	1.0%	2.2%	5.4%	53.2%	35.4%	1
The class was a good use of my training time.	6.0%	9.2%	10.2%	16.2%	36.2%	22.2%	0

Summary

The findings support the session was well conducted and received overall. The students performed well on the test questions. In the additional comments section of the survey, numerous individuals provided comments regarding Procedural Justice. These comments addressed the instructional effectiveness, legislation, scheduling, leadership within the City of Portland and PPB, as well as general

concerns of officer safety. For the Procedural Justice section, one individual provided commentary on how de-escalation is an effective tool but it is not always practical during crowd control events. They went on to explain how they either tried –or witnessed another officer trying to verbally de-escalate a situation during a crowd control event in 2020. They were met with hostile individuals who ignored instruction. In turn, the commenter added this type of hostility or negativity appeared to change the crowd dynamics or mentality.

The training needs assessment for crowd management also found some challenges with the implementation of de-escalation techniques in some cases. The Training Division will continue to monitor the use of these techniques for crowd management and research this topic for the most effective applications for incorporation into training.

MOBILE FIELD FORCE

Overview

The Mobile Field Force administers logistics of responding to planned and spontaneous crowd control events. The scope and sequence of the training included the definitions of civil disturbance, crowd control, crowd management, demonstrations, planned events, protests, riots, special events, and spontaneous or unplanned events. When such events occur within the City of Portland, members were given instruction on how the Incident Command System (ICS) would be utilized, the implementation of threat assessments, incident action plans, and briefing procedures. The ICS is then utilized for all events, regardless if they were planned or unplanned in the City of Portland.

When a member is assigned to a Mobile Field Force, it is essential that they understand their role and responsibilities. The training detailed the responsibilities of both officers and supervisors because these protocols needed to be carried through for the duration of the event to address any immediate threats to life safety, law enforcement injury, and/or trends toward violence.

Related Laws/Directives

- 0635.10 Crowd Management/Crowd Control
- TRO Judge Hernandez order on the use of CS and less lethal munitions, written on June 9, 2020, and modification concerning munitions on June 26, 2020
- TRO Judge Simon order on July 2, 2020, and amended order on September 5, 2020, about journalists and legal observers
- TRO Judge Bushong regarding the collecting and maintaining videos of protestors demonstrating in public spaces, including PPB generated live-streams on July 3, 2020
- Mayor Wheeler's modification on using CS gas without approval on September 10, 2020
- House Bill 4208

Learning/Performance Objectives

- Distinguish between planned and spontaneous crowd control events.
- Explain how objectives, priorities, constraints, limitations and missions will be communicated when Mobile Field Force is mobilized.
- Describe the role of a sergeant in a Mobile Field Force.
- Describe the role of an officer in a Mobile Field Force.

In-Class Learning Assessment

End of Day Knowledge Test

The end of the day knowledge test included twelve questions. Of the twelve questions, three of the inquiries pertained to Mobile Field Force. These questions assessed which items could not be used

during crowd control events, understanding spontaneous events as written in Directive 635.10, knowing the rules of engagement, objectives, and constraints for crowd control events.

Results

Overall, members did well on the Crowd Control test questions with an accuracy of 80 to 94 percent. A more detailed analysis of the test results is provided in Appendix B. One of the below Mobile Field Force questions was missed by at least 20 percent of the members. For the question, “which of the following are true regarding the rules of engagement, objectives, and constraints, for crowd control? (Select all that apply)” had a passing rate of 80 percent. This question had three correct answers: A) force is governed by 1010 in these events, B) additional rules of engagement will be covered by the IC for planned events at the pre-event brief, and D) Sergeants should brief their MFF prior to deployment on the rules of engagement, incident objectives and any constraints prior to taking on a task or mission. Ninety-three members or 13 percent of individuals included option C in their answer which was the only incorrect choice for this question.

Test Results			
CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 723			
	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Effective August 12th, per Chief Lovell, you may not use which of the following during crowd control: <i>(Select all that apply)</i>	94%		
FN 303		706	98%
40 MM		710	98%
OC Spray		711	98%
Baton		20	3%

Test Results (Continued)

CROWD CONTROL KNOWLEDGE EXAM RESULTS

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following is true for spontaneous events per Directive 635.10 :	88%		
The Bureau learns of the event less than 24 hours before the start of the event.		636	88%
An event must be non-permitted and/or non-lawful to qualify as a spontaneous event.		6	<1%
A spontaneous event is any event that does not have an incident command post established.		50	7%
All spontaneous events require a Crowd Management Incident Commander (CMIC) response.		31	4%
Which of the following are true regarding the rules of engagement, objectives, and constraints, for crowd control? (Select all that apply):	80%		
Force is governed by 1010 in these events.		699	97%
Additional rules of engagement will be covered by the IC for planned events at the pre-event brief.		689	95%
If a sergeant is assigned a mission and does not know the rules of engagement they should complete the assigned task and then seek clarity due to the urgency of these events.		93	13%
Sergeants should brief their MFF prior to deployment on the rules of engagement, incident objectives and any constraints prior to the taking on a task or mission.		714	99%

Survey Results: Student Feedback

Twenty-six survey items pertaining to the 2021 Crowd Control training were included in the student feedback survey. The survey covered topics to evaluate feedback on training instruction such as whether the training was a good use of time. Three of the twenty-six survey items were applicable to

Mobile Field Force. The items emphasized gaining feedback on the instruction and whether the training was a good use of time.

In total, there were 315 completed surveys for this training. Overall, the results indicate that this training was well conducted and moderately well received by bureau members. There was a high-level of agreement among the respondents that the trainer(s) were organized and well prepared (approximately 53 percent agreed, 39 percent strongly agreed) and were knowledgeable in the topic (approximately 52 percent agreed, 43 percent strongly agreed). Furthermore, most respondents felt this training was a good use of their time (approximately 40 percent agreed, 26 percent strongly agreed). The results for this section were more mixed compared to the other training topics. A few members provided written commentary on the survey regarding Mobile Field Force. Their comments indicated there may be unmet training needs regarding officer safety using the new perimeters set by the new legislation.

Mobile Field Force							
n = 315							
	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Missing
The trainer(s) were organized and well prepared.	2.3%	0.7%	0.3%	4.2%	53.1%	39.4%	8
The trainer(s) were knowledgeable in the topic.	2.3%	0.7%	0.7%	2.6%	51.5%	42.3%	10
The class was a good use of my training time.	4.9%	5.3%	7.2%	17.4%	39.5%	25.7%	11

Summary

The findings support the session was well conducted and received overall. The findings do suggest the need for additional training on this exact topic in the near future. Some of the respondents suggested receiving the training after the legislation was written and had passed through the Oregon State Legislature would have been beneficial as this information would allowed for less ambiguity. The currently deliberated legislation directly impacts strategies, tactics, and tools used by law enforcement officers in crowd control events. Some of the members commented on how officer safety was no longer being considered because officers are being inadequately equipped with tools to manage crowd control events. Additionally, there were several members who commented this training informed them of possible risks they can face during a crowd control event and provided them with an understanding of behavioral expectations during a crowd control event. Some of these results indicate additional training may be beneficial after legislative and policy changes have been made.

Additionally, numerous respondents expressed the need for a Mobile Field Force-specific scenario to be integrated into the training. The scenario-based training would have been beneficial for this topic since the Rapid Response Team (RRT) had resigned from their voluntary-based positions on June 16,

2021. This specialty unit was responsible for policing crowd control events within the city. The use of scenario-based training in future instruction would be beneficial in providing officers with hands-on knowledge concerning appropriate conduct during a crowd control event as well as effective strategies to utilize. Finally, this training would provide instruction on officer safety, with the absence of RRT, in compliance with the new legislation. These training needs are included in the training needs assessment for crowd management.

LEGAL UPDATES

Overview

The Legal Updates section of the training was an in-depth discussion on policy, legal challenges, temporary restraining orders, and new legislation as is related to crowd control in Portland. The training was conducted by attorneys from the City Attorney's Office. For policy instruction, Portland Police Bureau Directives 1010.00, Use of Force, and 635.100, Crowd Management/Crowd Control as well as the *Graham* standard were reviewed. The Legal Updates section also emphasized the definitions of passive resistance, physical resistance, and active aggression. For legal challenges and temporary restraining orders instruction, the preliminary injunctions issued by Oregon State Judges Hernandez and Simon were reviewed as these items pertained to legal use of less lethal launchers and tear gas by law enforcement officials. These updates also provided guidelines for interaction between law enforcement officials, journalists, and/or legal observers during crowd control events in Portland. During this training, House Bills 4208 and 2928 were in the process of being written by the Oregon State Legislature. However, the information pertaining to these two regulations was introduced into the course of this training. Some surveyed members addressed the difficulty of receiving and utilizing this information during real-life crowd control events, especially when the formal legislation has not been finalized.

Related Laws/Directives

- 1010.00 Use of Force
- 635.10 Crowd Management/Crowd Control
- Preliminary injunctions issued by Judge Hernandez on June 9, 2022; June 26, 2022; and November 27, 2020
- Preliminary injunction issued by Judge Simon on July 15, 2020
- House Bill 4208

Learning/Performance Objectives

- Demonstrate an understanding of the meaning of passive resistance, physical resistance, and active aggression.
- Articulate when and what level of force is permissible in a protest setting.
- Recognize a threat through independent assessment.
- Justification for use of force may not include any degree of speculation.
- Identify differences between Portland Police Bureau Directives and the Temporary Restraining Orders as it relates to rubber ball distraction device (RBDD).

In-Class Learning Assessment

End of Day Knowledge Test

The end of the day knowledge test included twelve questions. Of the twelve questions, five of the inquiries pertained to Legal Updates. These questions assessed the definitions of Passive Resistance, Physical Resistance, and Active Aggression as outlined in Directive 1010.00, and which actions may be taken against an individual engaging in passive resistance as well as active aggression.

Results

Overall, people did well on the Crowd Control test questions with an accuracy of 95 to 100 percent. A more detailed analysis of the test results is provided in Appendix B.

Test Results			
CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 723			
	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Directive 1010.00 defines Passive Resistance as which of the following?	97%		
A threat or overt act of an assault (through physical or verbal means), coupled with the present ability to carry out the threat or assault, which reasonably indicates that an assault or injury to any person is about to happen, unless intervention occurs.		1	<1%
A person's non-cooperation with a member that does not involve violence or other active conduct by the individual.		701	97%
Instances in which a subject does not comply with an officer's commands and is uncooperative but is nonviolent and actively prevents an officer from placing the subject in custody and/or taking control.		18	3%
A person's physical attempt to evade a member's control that does not rise to the level of active aggression.		3	<1%

Test Results (Continued)

CROWD CONTROL KNOWLEDGE EXAM RESULTS

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Directive 1010.00 defines Physical Resistance as which of the following?	95%		
A person's physical attempt to evade a member's control that does not rise to the level of active aggression.		688	95%
An individual's resistance that poses a threat of harm to officers or others.		10	1%
A person's non-cooperation with a member that does not involve violence or other active conduct by the individual.		17	2%
Affirmative violent or defensive action to defeat an officer's ability to take them into custody.		8	1%
Directive 1010.00 defines Active Aggression as which of the following?	100%		
A person's physical attempt to evade a member's control that does not rise to the level of active aggression		0	0%
A response to police efforts to bring a person into custody or control for detainment or arrest. A subject engages in physical resistance when engaging in physical actions (or verbal behavior reflecting an intention) to make it more difficult for officers to achieve actual physical control.		2	<1%
A person's non-cooperation with a member that does not involve violence or other active conduct by the individual		0	0%
A threat or overt act of an assault (through physical or verbal means), coupled with the present ability to carry out the threat or assault, which reasonably indicates that an assault or injury to any person is about to happen, unless intervention occurs		721	100%

Test Results (Continued)

CROWD CONTROL KNOWLEDGE EXAM RESULTS

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following actions may be taken if a person is engaged in passive resistance?	100%		
The person may be arrested for Interfering with a Peace Officer.		0	0%
Physically moving a person if necessary and objectively reasonable.		722	100%
Force may be used until the person complies with the order.		1	<1%
A baton strike may be used in response to which of the following conduct?	95%		
Passive Resistance		0	0%
Physical Resistance		35	5%
Active Aggression		688	95%

Survey Results: Student Feedback

Twenty-six survey items pertaining to the 2021 Crowd Control training were included in the student feedback survey. The survey covered topics to evaluate training instruction whether the training was a good use of time and the students' understanding of crowd control events. Three of the twenty-six survey items were applicable to Legal Updates. The items emphasized gaining feedback on the instruction and whether the training was a good use of time.

In total there were 315 completed surveys for this training. Overall, the results indicate that this training was well conducted and received by bureau members. There was a high-level of agreement among the respondents that the trainer(s) were organized and well prepared (approximately 43 percent agreed, 50 percent strongly agreed) and were knowledgeable in the topic (approximately 42 percent agreed, 50 percent strongly agreed). Furthermore, most respondents felt this training was a good use of their time (approximately 39 percent agreed, 42 percent strongly agreed).

The responses for these three questions for all four training topics were slightly mixed. Legal Updates received the highest percentage of being a good use of training time compared to the other topics. This section of the training also received a substantial amount of commentary on the survey compared to the other training topics. For the individuals who provided commentary, some of them expressed their frustration on trying to learn new legal updates when the legislation at the state level was still in the process of being written and how the absence of clarification and clear definitions makes it difficult to apply to crowd control events. Despite the legislation being influx and the expressed criticism, the members rated the instruction as being well received.

Legal Updates							
n = 315							
	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Missing
The trainer(s) were organized and well prepared.	1.6%	0.0%	0.7%	4.6%	43.3%	49.8%	10
The trainer(s) were knowledgeable in the topic.	1.3%	0.7%	1.3%	4.3%	42.0%	50.3%	15
The class was a good use of my training time.	3.3%	4.3%	3.0%	8.7%	39.1%	41.5%	16

Summary

The findings support the session was well conducted and received overall. The students performed well on the test questions. In the additional comments section of the survey, numerous individuals provided comments regarding Legal Updates. Several individuals stated in various ways of how they would have liked to receive this training after all of the ongoing police reform legislation had been finalized as this would have provided better clarification. Some of these members further elaborated how difficult it is to apply in-process legal standards to real life crowd control events when they have not been completely written, passed, and vetted by the City Attorney's Office. A handful of members stated they felt underprepared to respond to crowd control events because the new legislation, along the bureau's current policies and procedures, have not be adequately clarified.

A few members also wrote comments related to officer safety. To summarize these comments, it was suggested the community should be made publicly aware of how the legislation has affected officers' ability to respond to crowd control events and the importance and implications of safety for law enforcement officers, community members, and demonstrators in these types of events. Furthermore, having tools being taken away through a variety of legislation and internal policies, officer safety is no longer being prioritized as the only use of force options now at officers' disposal appear to be limited to their hands, feet, and batons.

Once the Oregon State Legislature has officially passed all of the house bills relating to law enforcement and bureau finishes their review process of Directives 1010.00, Use of Force, 635.10, Crowd Management/Crowd Control; future legal updates regarding House Bills 4208 and 2928 will need to be offered to address the members' unmet training needs.

FORCE REPORTING

Overview

The Force Reporting section took a comprehensive look at writing and reviewing complete Force Data Collection Reports (FDCRs) following crowd control events. This section of the training provided a refresher on how to articulate each individual use of force on a FDCR, the levels of resistance according to policy, and fire line supervisor requirements for after action review post force. Some of the training materials in this section overlapped with the Legal Updates section.

Related Laws/Directives

- 635.10 Crowd Management/Crowd Control
- 900.00 General Reporting Guidelines
- 1010.00 Use of Force
- House Bill 2928

Learning/Performance Objectives

- Comprehensive look at writing and reviewing complete and thorough FDCRs following crowd control events.
- How to identify each level of resistance and be able to articulate each individual use of force on an FDCR.
- The need to articulate the actions of the individual upon whom force was used.
- De-escalation and warnings during crowd control.
- Understanding levels of resistance, force options and document them accurately and objectively.
- After Actions investigations post crowd control.
- RegJIN codes.
- Procedural Justice application when reporting force.

In-Class Learning Assessment

End of Day Knowledge Test

The end of the day knowledge test included twelve questions. Of the twelve questions, two of the inquiries pertained to Force Reporting. These questions assessed the understanding of necessary elements to articulate Active Aggression and parameters for a use of force warning.

Results

Overall, members performed well on the Crowd Control test questions with an accuracy of 88 to 98 percent. A more detailed analysis of the test results is provided in Appendix B. The question “which of the following elements must you have in order to properly articulate Active Aggression? (Select all that apply)” was identified as being problematic. Originally, the question had the following answers: A) A threat, B) An overt act of assault, C) Actively eluding, and D) The subject(s) must have the ability to carry out the assault. The correct answers were A, B, and D. The answers were then changed to: A) A threat or an overt act of assault, B) Refusing to comply with commands, C) Actively eluding, and D) The subject(s) must have the ability to carry out the assault. The correct answers then became options A and D. Since this question underwent a grading adjustment, it has been broken down into two separate charts.

Test Results			
CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 723			
	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following elements must you have in order to properly articulate Active Aggression? (<i>Select all that apply</i>)	81%		
A threat		303	89%
An overt act of assault		325	96%
Actively eluding		10	3%
The subject(s) must have the ability to carry out the assault		335	99%
Which of the following elements must you have in order to properly articulate Active Aggression? (<i>Select all that apply</i>)	85%		
A threat or an overt act of assault		382	100%
Refusing to comply with commands		27	7%
Actively eluding		30	8%
The subject(s) must have the ability to carry out the assault		378	99%

Test Results (Continued)

CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 723

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
True or False? Part of a use of force warning contains a consequence for behavior	98%		
True		710	98%
False		13	2%

Survey Results: Student Feedback

Twenty-six survey items pertaining to the 2021 Crowd Control training were included in the student feedback survey. The survey covered topics to gain feedback on training instruction, whether the training was a good use of time, and understanding of crowd control events. Four of the twenty-six survey items were applicable to Force Reporting. These items focused on gaining feedback on the instruction and whether the training was a good use of time.

In total there were 315 completed surveys for this training. Overall, the results indicate that this training was well conducted and received by bureau members. There was a high level of agreement among the respondents that the trainer(s) were organized and well-prepared (approximately 50 percent agreed, 43 percent strongly agreed) and were knowledgeable in the topic (approximately 48 percent agreed, 45 percent strongly agreed). Furthermore, most respondents indicated that this training was a good use of their time (approximately 43 percent agreed, 32 percent strongly agreed). The results for the training topics are somewhat mixed. The responses for this training topic were slightly mixed.

Force Reporting

n = 315

	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Missing
The trainer(s) were organized and well prepared.	1.6%	0.3%	0.7%	4.9%	49.8%	42.6%	10
The trainer(s) were knowledgeable in the topic.	1.3%	0.0%	0.7%	4.7%	48.2%	45.2%	16
The class was a good use of my training time.	2.0%	4.7%	5.7%	11.8%	43.2%	32.4%	19

The majority of the respondents found the Force Reporting section provided them with clear understanding of procedures for crowd control (approximately 29 percent said moderately, 36 percent rated themselves with an understanding higher than moderately but lower than greatly, and 29 percent said greatly).

Force Reporting							
n = 315							
	No, not at all	Yes, to a small extent		Yes, Moderately		Yes, to a great extent	Missing
	(1)	(2)	(3)	(4)	(5)	(6)	
Do you have a clear understanding of the force reporting procedures for crowd control?	0.3%	3.0%	3.0%	28.9%	35.9%	28.9%	11

Summary

The findings support the session was well conducted and received overall. The students performed well on the test questions. Some members provided commentary on the survey regarding Force Reporting. Some of these comments included expressing how much they enjoyed seeing examples of FDCRs or found the training to be redundant. The training needs assessment for crowd management includes refreshing some aspects of this training material.

2021 Crowd Control Test Questions

The correct answers are highlighted in yellow.

1. Which of the following factors can negatively impact the police's ability to build legitimacy? (*Select all that apply*)
 - a. Negativity Bias (the human tendency to recall negative stimuli more readily)
 - b. Availability Bias (the human tendency to think information that comes more readily to mind occurs more frequently than it does)
 - c. Media depicting police negatively
 - d. A lack of Bureau communications with the public
2. Which of the following tactics can be used to improve perceptions of procedural justice at crowd control events? (*Select all that apply*)
 - a. De-escalation attempts
 - b. Providing clear instructions via the sound truck and by officers
 - c. Deploying officers out of sight to minimize the chance for conflict
 - d. Arguing with the crowd about political issues
3. Which of the following elements must you have in order to properly articulate Active Aggression? (*Select all that apply*)
 - a. A threat or an overt act of assault
 - b. Refusing to comply with commands
 - c. Actively eluding
 - d. The subject(s) must have the ability to carry out the assault
4. True or False? Part of a use of force warning contains a consequence for behavior.
 - a. True
 - b. False
5. Directive 1010.00 defines Passive Resistance as which of the following?
 - a. A threat or overt act of an assault (through physical or verbal means), coupled with the present ability to carry out the threat or assault, which reasonably indicates that an assault or injury to any person is about to happen, unless intervention occurs.
 - b. A person's non-cooperation with a member that does not involve violence or other active conduct by the individual.
 - c. Instances in which a subject does not comply with an officer's commands and is uncooperative but is nonviolent and actively prevents an officer from placing the subject in custody and/or taking control.
 - d. A person's physical attempt to evade a member's control that does not rise to the level of active aggression.
6. Directive 1010.00 defines Physical Resistance as which of the following?
 - a. A person's physical attempt to evade a member's control that does not rise to the level of active aggression.
 - b. An individual's resistance that poses a threat of harm to officers or others.
 - c. A person's non-cooperation with a member that does not involve violence or other active conduct by the individual.

- d. Affirmative violent or defensive action to defeat an officer's ability to take them into custody.
7. Directive 1010.00 defines Active Aggression as which of the following?
- a. A person's physical attempt to evade a member's control that does not rise to the level of active aggression.
 - b. A response to police efforts to bring a person into custody or control for detainment or arrest. A subject engages in physical resistance when engaging in physical actions (or verbal behavior reflecting an intention) to make it more difficult for officers to achieve actual physical control.
 - c. A person's non-cooperation with a member that does not involve violence or other active conduct by the individual.
 - d. A threat or overt act of an assault (through physical or verbal means), coupled with the present ability to carry out the threat or assault, which reasonably indicates that an assault or injury to any person is about to happen, unless intervention occurs.
8. Which of the following actions may be taken if a person is engaged in passive resistance?
- a. The person may be arrested for Interfering with a Peace Officer.
 - b. Physically moving a person if necessary and objectively reasonable.
 - c. Force may be used until the person complies with the order.
9. A baton strike may be used in response to which of the following conduct?
- a. Passive Resistance
 - b. Physical Resistance
 - c. Active Aggression
10. Effective August 12th, per Chief Lovell, you may not use which of the following during crowd control: *(Select all that apply)*
- a. FN 303
 - b. 40 MM
 - c. OC Spray
 - d. Baton
11. Which of the following is true for spontaneous events per **Directive 635.10**:
- a. The Bureau learns of the event less than 24 hours before the start of the event.
 - b. An event must be non-permitted and/or non-lawful to qualify as a spontaneous event.
 - c. A spontaneous event is any event that does not have an incident command post established.
 - d. All spontaneous events require a Crowd Management Incident Commander (CMIC) response.
12. Which of the following are true regarding the rules of engagement, objectives, and constraints, for crowd control? *(Select all that apply)*:
- a. Force is governed by 1010 in these events.
 - b. Additional rules of engagement will be covered by the IC for planned events at the pre-event brief.
 - c. If a sergeant is assigned a mission and does not know the rules of engagement they should complete the assigned task and then seek clarity due to the urgency of these events.
 - d. Sergeants should brief their MFF prior to deployment on the rules of engagement, incident objectives and any constraints prior to the taking on a task or mission.

Appendix B: 2021 Crowd Control Knowledge Exam Results

CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 723			
	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following factors can negatively impact the police's ability to build legitimacy? <i>(Select all that apply)</i>	79%		
Negativity Bias (the human tendency to recall negative stimuli more readily)		707	98%
Availability Bias (the human tendency to think information that comes more readily to mind occurs more frequently than it does)		644	89%
Media depicting police negatively		666	92%
A lack of Bureau communications with the public		678	94%
Which of the following tactics can be used to improve perceptions of procedural justice at crowd control events? <i>(Select all that apply)</i>	94%		
De-escalation attempts		722	100%*
Providing clear instructions via the sound truck and by officers		720	100%*
Deploying officers out of sight to minimize the chance for conflict		683	95%
Arguing with the crowd about political issues		4	1%

*Note: The figures for these two answers rounded up to 100 percent. There were three individuals who missed this question.

CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 340			
	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following elements must you have in order to properly articulate Active Aggression? (<i>Select all that apply</i>)	81%		
A threat		303	89%
An overt act of assault		325	96%
Actively eluding		10	3%
The subject(s) must have the ability to carry out the assault		335	99%

Note: The wording for the second answer on this question was changed during the training as it was identified as confusing and unclear. The original options for this question were: A) A threat, B) An overt act of assault, C) Actively eluding, and D) The subject(s) must have the ability to carry out the assault. The correct options for this question were A, B, and D. For the revision, options A and B were combined. A new second option was introduced, refusing to comply with commands. This question decreased from having three correct answers to two correct answers because of the revision. The above chart represents the original question and answers whereas the below chart represents the question with aforementioned answer changes. Those that received the original question were given full credit regardless of their response.

CROWD CONTROL KNOWLEDGE EXAM RESULTS n = 383			
	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following elements must you have in order to properly articulate Active Aggression? (<i>Select all that apply</i>)	85%		
A threat or an overt act of assault		382	100%*
Refusing to comply with commands		27	7%
Actively eluding		30	8%
The subject(s) must have the ability to carry out the assault		378	99%

*Note: This figure rounded up to 100 percent. There was one individual who missed this question.

CROWD CONTROL KNOWLEDGE EXAM RESULTS

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
True or False? Part of a use of force warning contains a consequence for behavior	98%		
True		710	98%
False		13	2%
Directive 1010.00 defines Passive Resistance as which of the following?	97%		
A threat or overt act of an assault (through physical or verbal means), coupled with the present ability to carry out the threat or assault, which reasonably indicates that an assault or injury to any person is about to happen, unless intervention occurs.		1	<1%
A person's non-cooperation with a member that does not involve violence or other active conduct by the individual.		701	97%
Instances in which a subject does not comply with an officer's commands and is uncooperative but is nonviolent and actively prevents an officer from placing the subject in custody and/or taking control.		18	3%
A person's physical attempt to evade a member's control that does not rise to the level of active aggression.		3	<1%

CROWD CONTROL KNOWLEDGE EXAM RESULTS

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Effective August 12th, per Chief Lovell, you may not use which of the following during crowd control: <i>(Select all that apply)</i>	94%		
FN 303		706	98%
40 MM		710	98%
OC Spray		711	98%
Baton		20	3%

	CROWD CONTROL KNOWLEDGE EXAM RESULTS		
	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Directive 1010.00 defines Active Aggression as which of the following?	100%*		
A person's physical attempt to evade a member's control that does not rise to the level of active aggression.		0	0%
A response to police efforts to bring a person into custody or control for detainment or arrest. A subject engages in physical resistance when engaging in physical actions (or verbal behavior reflecting an intention) to make it more difficult for officers to achieve actual physical control.		2	<1%
A person's non-cooperation with a member that does not involve violence or other active conduct by the individual.		0	0%
A threat or overt act of an assault (through physical or verbal means), coupled with the present ability to carry out the threat or assault, which reasonably indicates that an assault or injury to any person is about to happen, unless intervention occurs.		721	100%*

*Note: The figures for these two answers rounded up to 100 percent. There were two individuals who missed this question.

CROWD CONTROL KNOWLEDGE EXAM RESULTS

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following is true for spontaneous events per Directive 635.10 :	88%		
The Bureau learns of the event less than 24 hours before the start of the event.		636	88%
An event must be non-permitted and/or non-lawful to qualify as a spontaneous event.		6	<1%
A spontaneous event is any event that does not have an incident command post established.		50	7%
All spontaneous events require a Crowd Management Incident Commander (CMIC) response.		31	4%

Note: The wording for this question was changed during the training as it was identified as confusing and unclear.

CROWD CONTROL KNOWLEDGE EXAM RESULTS

	Percentage that Received Full Credit for the Question	Frequency of Response Options	Percent of Responses
Which of the following are true regarding the rules of engagement, objectives, and constraints, for crowd control? (<i>Select all that apply</i>):	80%		
Force is governed by 1010 in these events.		699	97%
Additional rules of engagement will be covered by the IC for planned events at the pre-event brief.		689	95%
If a sergeant is assigned a mission and does not know the rules of engagement they should complete the assigned task and then seek clarity due to the urgency of these events.		93	13%
Sergeants should brief their MFF prior to deployment on the rules of engagement, incident objectives and any constraints prior to the taking on a task or mission.		714	99%

Appendix C: General Feedback and Training Needs

General Feedback and Training Needs

The following four survey items are related to general feedback and training needs. The survey items pertained to increase of crowd management skills, preparedness to assist in crowd management situations, satisfaction of the training provided, and future training topics.

The majority of the respondents indicated that the training increased their skills (approximately 36 percent said moderately, 19 percent rated themselves with an understanding higher than moderately but lower than greatly, and 15 percent said greatly).

General Feedback and Future Training Needs						
n = 315						
	Very Little		Moderate		A lot	Missing
	(1)	(2)	(3)	(4)	(5)	
How much did this class training increase your skills in crowd management?	18.5%	11.4%	36.4%	19.2%	14.5%	18

Over three-quarters of the respondents (79.8 percent) reported feeling prepared to assist in crowd management.

General Feedback and Future Training Needs						
n = 315						
	Not at all prepared		Moderately prepared		Very Prepared	Missing
	(1)	(2)	(3)	(4)	(5)	
How prepared do you feel to assist in crowd management?	10.4%	9.8%	39.4%	22.6%	17.8%	18

A little more than three-quarters of the respondents (76.8 percent) reported feeling satisfied with the Crowd Control training.

General Feedback and Future Training Needs							
n = 315							
	Very Dissatisfied	Generally Dissatisfied	Slightly Dissatisfied	Slightly Satisfied	Generally Satisfied	Very Satisfied	Missing
Overall, how satisfied or dissatisfied are you with this Crowd Control training?	5.4%	7.1%	10.8%	22.9%	41.1%	12.8%	18

The last question on the survey asked the respondents which future training topics they would find helpful for Crowd Control events. Ranking the responses from highest to lowest, the respondents

indicated they would like to know more about: legal updates pertaining to crowd management (91.3 percent), bureau strategies and contingency plans (90.2 percent), managing aggressive protestors (89.9 percent), force reporting (89.6 percent), situational awareness (87.1 percent), knowledge and study of violent crowds (86.8 percent), control tactics (86.7 percent), and de-escalating crowd control situations (74.4 percent).

General Feedback and Future Training Needs						
n = 315						
How helpful would the following training topics be for preparing for future Crowd Control events?						Missing
	Not at all helpful		Moderately helpful		Very helpful	
	(1)	(2)	(3)	(4)	(5)	
Control Tactics for crowd control	7.1%	6.1%	32.5%	23.4%	30.8%	20
De-escalating crowd control situations	16.0%	9.6%	31.9%	20.2%	22.3%	33
Directives, Law, and S.O.P.s pertaining to crowd management	3.1%	5.6%	30.9%	25.3%	35.1%	27
Force Reporting for crowd control events	4.2%	6.3%	37.1%	25.9%	26.6%	29
Knowledge and study of violent crowds	7.0%	6.3%	33.1%	24.4%	29.3%	28
Managing aggressive protestors (surrounding vehicles, breaking into precincts)	7.3%	2.8%	23.3%	25.3%	41.3%	27
Potential Bureau strategies and contingency plans for addressing different types of crowd control situations	5.6%	4.2%	22.6%	24.4%	43.2%	28
Situational awareness and ambush preparedness (specific to crowd control situations)	6.6%	6.3%	25.4%	24.4%	37.3%	28