

Good Practice Example: “Risk Analysis Method for the Negotiated Management of the Public Space”

INTERNATIONAL CONFERENCE

“SAFE AND HEALTHY WORKPLACES IN THE POLICE FORCE”

29 May 2018

Vse pravice so pridržane.

Gradiva ni dovoljeno razmnoževati in razpošiljati v kakršnikoli obliki brez predhodnega pisnega dovoljenja avtorja in Ministrstva za delo, družino, socialne zadeve in enake možnosti. Citiranje je v skladu z Zakonom o avtorskih in sorodnih pravicah, dovoljeno z navedbo podatkov o viru.

Piet RECOUR, Chief Superintendent of Police, Head of the Department of
Occupational Safety
Federal Police (Belgium)



Outline

- Negotiated Management of the Public Space
- Police forces
- Risk analysis in two phases
- Strategy and Modes of action
- Means
- Conclusion

Negotiated Management of the Public Space

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Exercise - movie



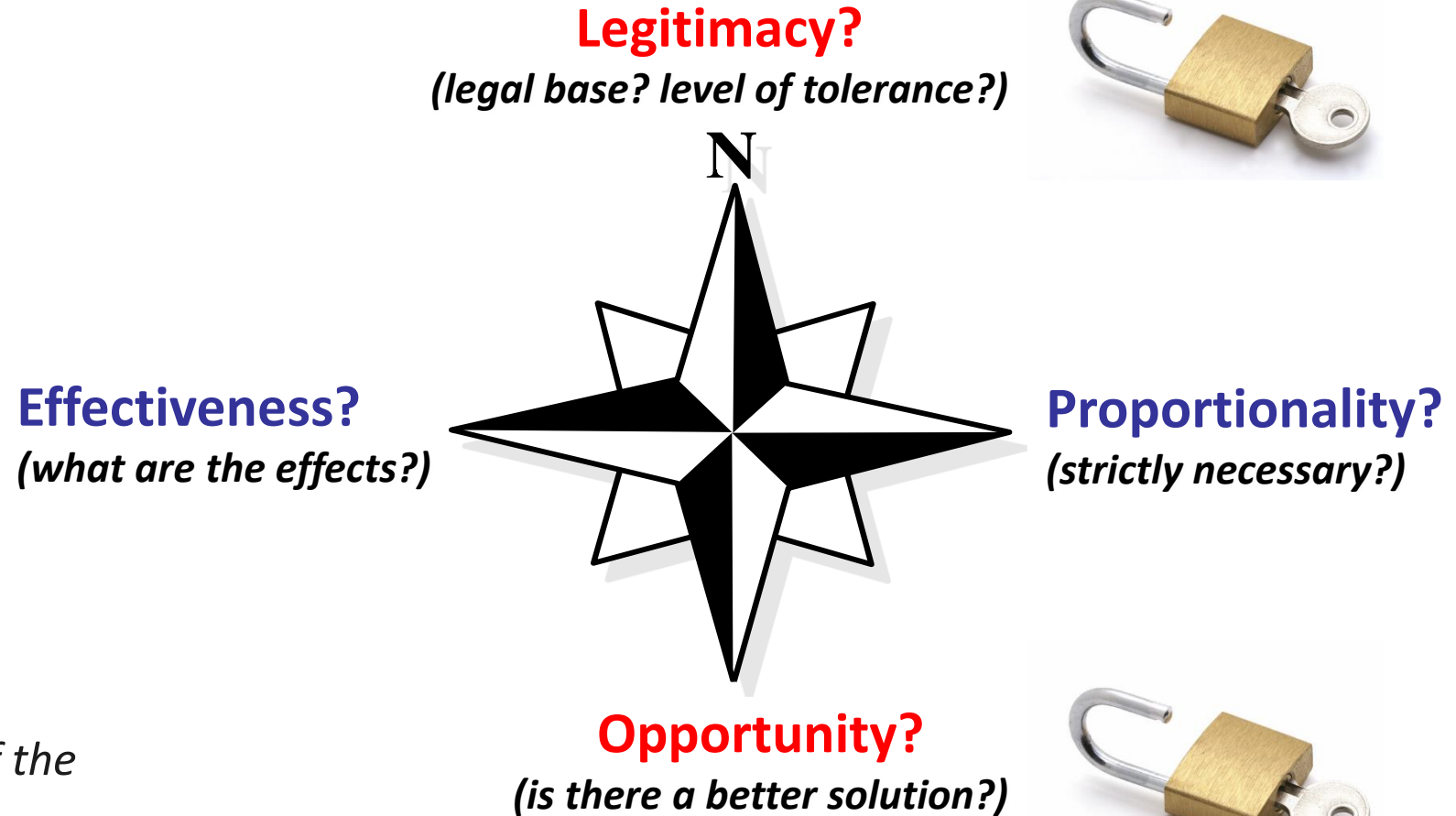
Fundamental rights

Wide framework of risk assessment?

“All human beings are born free and equal in dignity and rights.”
(U.D.H.R.)

“In the exercise of his rights and freedoms, everyone shall be subject only to such limitations as are determined by law solely for the purpose of securing due recognition and respect for the rights and freedoms of others and of meeting the just requirements of morality, public order and the general welfare in a democratic society.” (Art 29 U.D.H.R.)

Compass for police action



*Inspired on the program of the
European Council*

“Police and Human Rights”

The protection of fundamental rights

Limitation of fundamental rights is subjected to a double condition (double lock)

DOUBLE LOCK

**IS THE LIMITATION
OF THE
FUNDAMENTAL
RIGHT PROVIDED BY
LAW?**



**IS THE LIMITATION
ABSOLUTELY
NECESSARY FOR THE
PURPOSE OF PUBLIC
ORDER?**

(Art 29 U.D.H.R.)

“The goal never justifies the means”

Evolution from Law and order to negotiated management

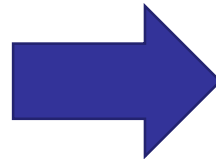
LAW AND ORDER

IMAGE OF SOCIETY
NEGOTIATING POSITION
STYLE OF POLICING

RISK ASSESSMENT

Focus on threats/disruptions
Exclusion of risk: Worst case
The group is guilty collectively

NARROW APPROACH
REPRESSIVE
CROWD CONTROL



NEGOCIATED MANAGEMENT

IMAGE OF SOCIETY
NEGOTIATING POSITION
STYLE OF POLICING

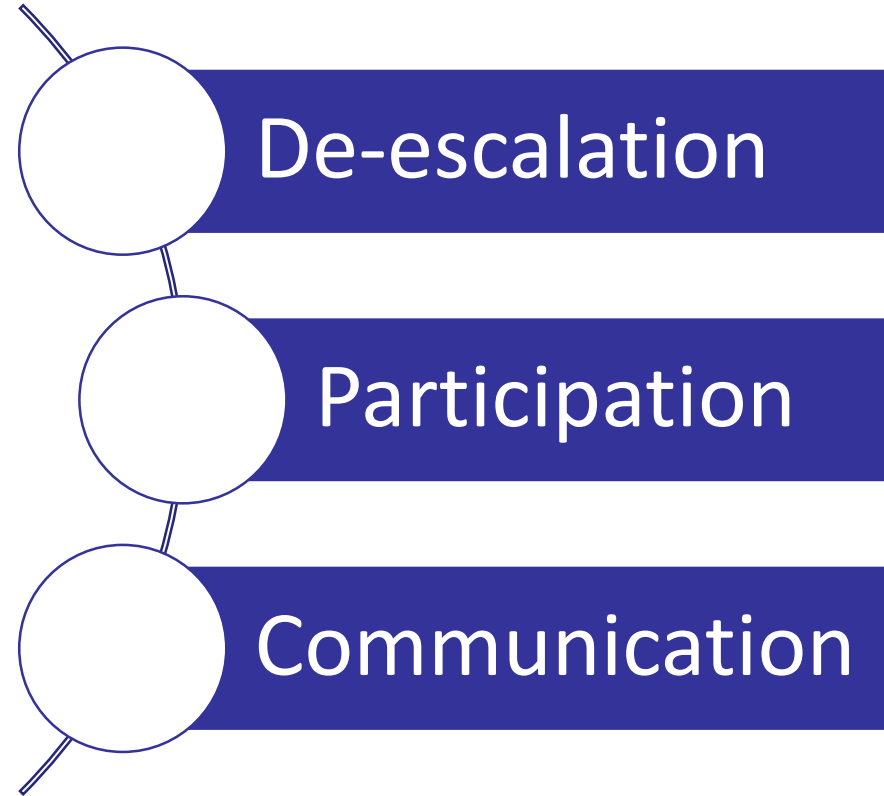
RISK ASSESSMENT

Focus on opportunities – Cooperation
Risk management: Real risks
The individual remains responsible

BROAD APPROACH
NEGOCIATED MANAGEMENT
CROWD MANAGEMENT

Pacification

Reduce risks



Accidents / incidents last year

- Accidents in **intervention** (excluding driving and personal accident) with work-loss: **245** (with **12.626 days** work-loss)
- Accidents in **training** in the use of force: **138** (with **3.831 days** work-loss)



Accidents / incidents last year

	Mission Management negotiated space	Exercise Management negotiated space
1	<p>Accidents during intervention related to violence (rebellion, blows, explosion, ...)</p> <ul style="list-style-type: none"> ▪ Facts of terrorism (coordination victim, assistance victims, search, ...) ▪ Station / metro / airport security (ticket control, identity, rebellion)Manifestations (jet projectiles, ...) ▪ Festivals / festivities (Werchter / Doudou / Markets, Ducasse ... alcohol problem, fight) ▪ Repatriation ▪ Soccer 	<p>Accidents in training GPI48 during role plays (involuntary shots or blows)</p> <p>(handcuffing techniques on the ground, neutralization with spray, striking techniques, molotov use, etc.)</p> <p><i>(94 accidents with 1 567 days work-loss)</i></p>
2	<p>Accidents of the individual type (falling, slipping, stumbling, jamming, ...)</p>	<p>Accidents of the individual type (tripping, falling, slipping, bad reception,...)</p>
3	<p>Road accidents (during police chases, bicycle race escort, ...)</p>	<p>Training AMOK</p>
4	<p>Accidents horse riding (loss of control, loss of balance after the horse is frightened)</p>	<p>Training horse riding (horse is frightened)</p>

Police forces

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LOCAL POLICE – BASIC FUNCTIONS (6th)

PUBLIC ORDER

Protecting and restoring public order, security and public health

Federal police response under request



GENERAL DIRECTORATE OF ADMINISTRATIVE POLICE

Part of the **federal Police**

Performs specialized and supra-local administrative police duties

Delivers support to:

- Authorities
- Other Federal police units
- Local police forces



e.g. support in ensuring public order

DIRECTORATE PUBLIC SECURITY (DAS)

FEDERAL POLICE GENERAL DIRECTORATE OF ADMINISTRATIVE POLICE

Provides support for:

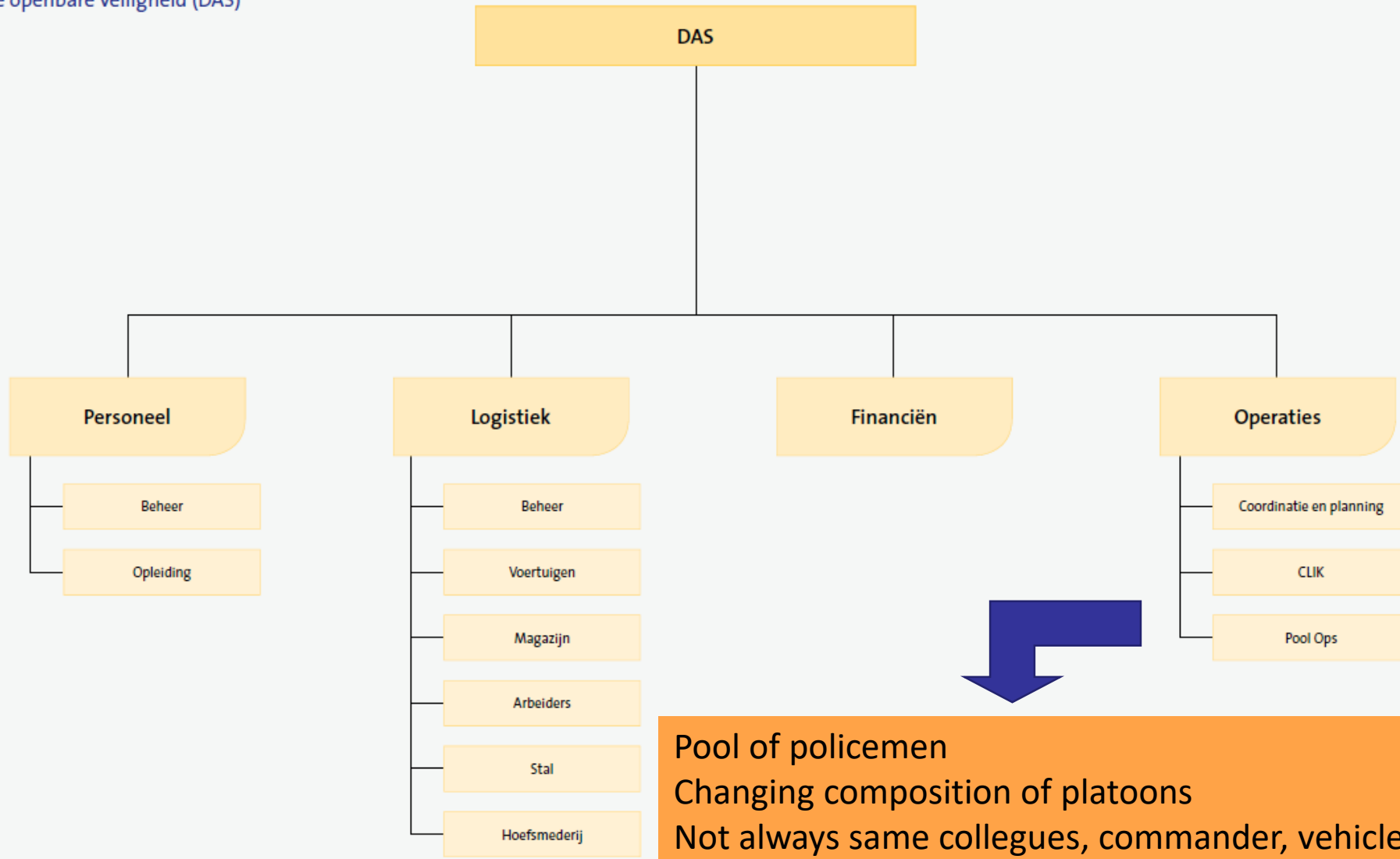
- crowd management
- protecting and restoring public order,
- security and public health

Specialized support:

- Water cannon trucks
- Arrest teams
- APC (armoured personal carrier)
- Lock on teams
- Mounted police



Organogram van de Directie
van de openbare veiligheid (DAS)



Gecentraliseerd

Risk analysis in two phases

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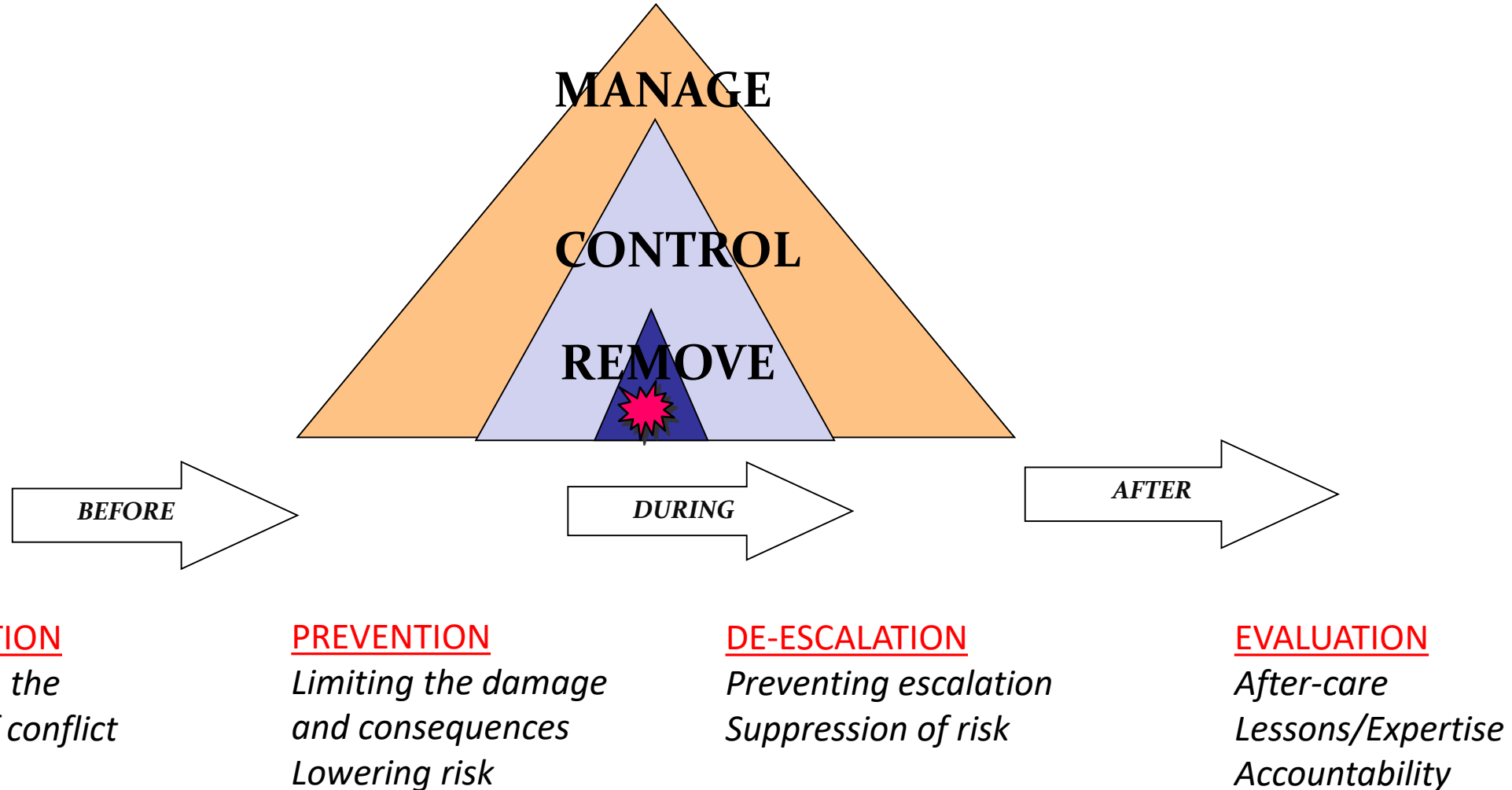
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Existing Global Risk Analysis

- **Risks** assessed in the police organisation, including this for Negotiated Management of Public Spaces.
- **Global Prevention Plan** (5yr)
- **Annual Plan** for OHS Actions (more details)
 - buying protective equipment,
 - organising field training exercises (FTX)
 - Standard Operating Procedures
 - Manual for Risk Analysis in Negotiated Management of Public Spaces
 - ...
- **Risks for a specific event?**



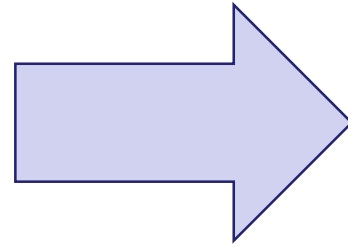
Broad approach of managing risks



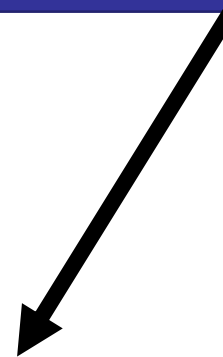
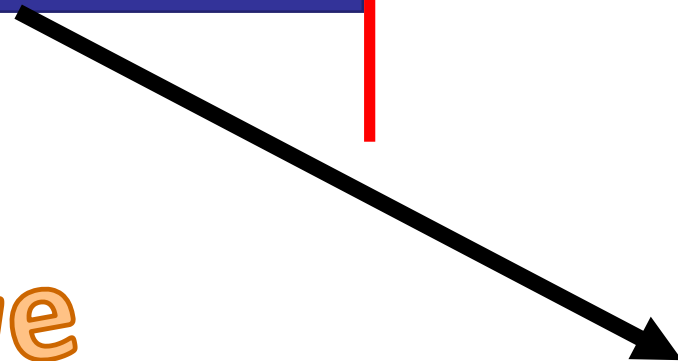
(Five measures proactivity, prevention, preparation, response, after-care)

Two phases in Risk Analysis

Operational
(police)
Risk Analysis



Risk Analysis
Occupational
health and safety



Operation Order

Innovative
concept !!!

Operational Risk Analysis

There will be opted for a **qualitative risk analysis** by scenario based thinking (What if?) with **two variables** (probability and consequences).

The method for police risk assessment on the occasion of public events is executed in **three steps**:

- the definition of the goal (analysis of the mission),
- detection of the risks (analysis of the risks / risk assessment),
- risk reduction (analysis of measures).

The 3 steps of Operational Risk Analysis



PDCA

Step 1

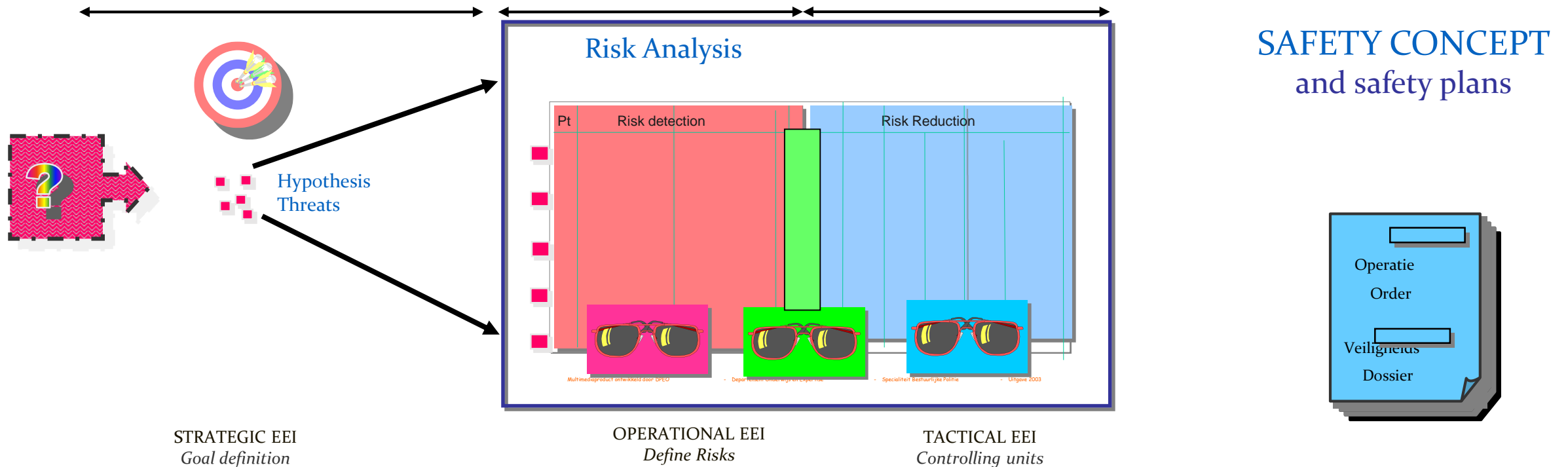
Definition of GOAL
+ VULNERABILITY

Step 2

RISK DETECTION
+ define PRIORITIES
(Red glasses)

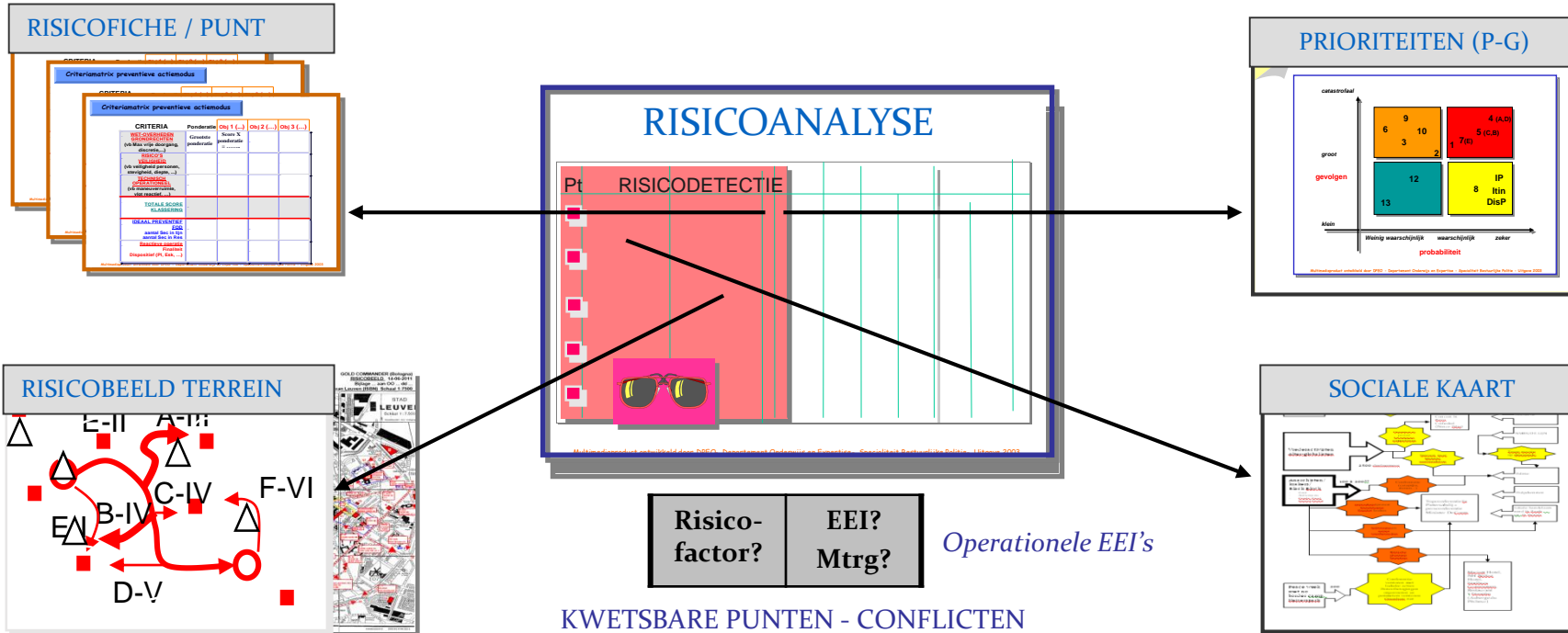
Step 3

RISK REDUCTION
+ SECURITY MEASURES
(Green and blue glasses)



Stap 2: DE RISICODETECTIE

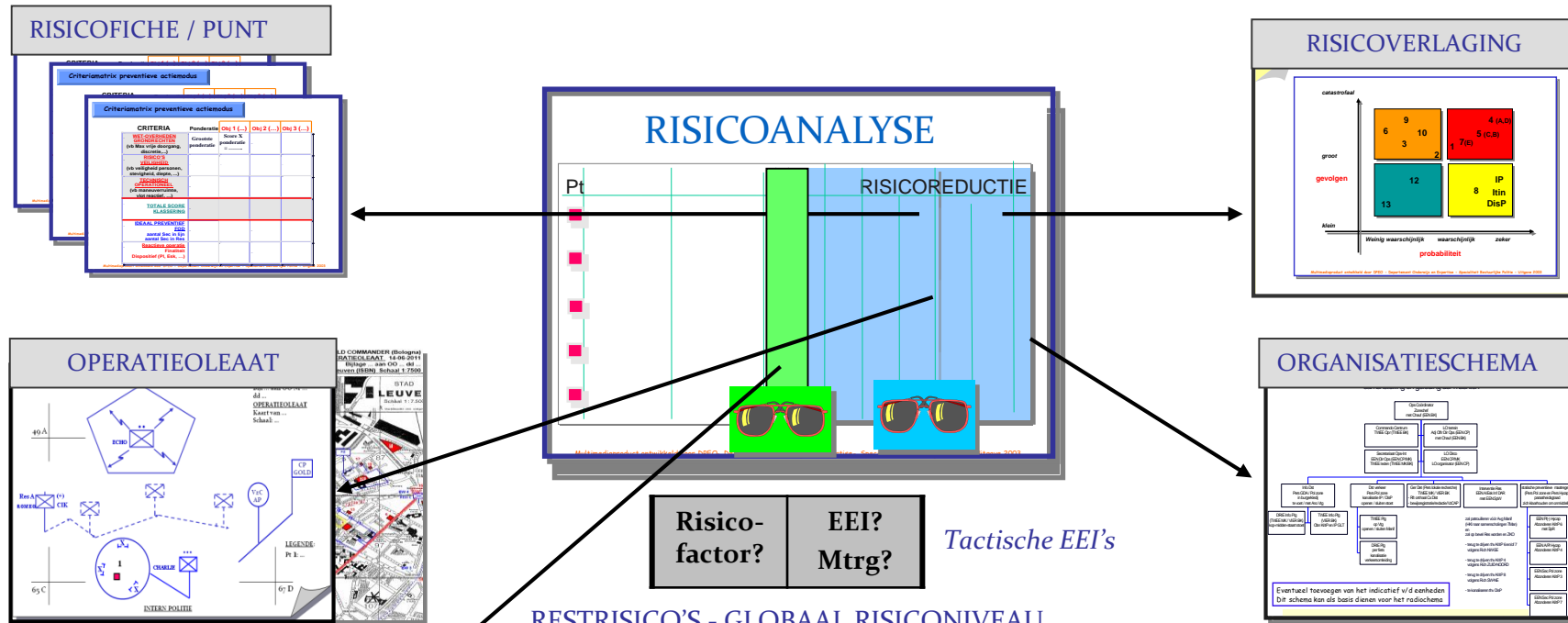
Probabiliteit?
Gevolgen?



VRAGEN	TOOLS	TAKEN
Wat zijn de risico's en de prioriteiten? - Wat zijn de menselijke risicofactoren? - Wat zijn de materiële risicofactoren? - Wat is de impact op Gevolgen-Probabiliteit? - Wat zijn de kansen? - Wat zijn de prioriteiten? - Welke zijn de operationele EEI's?	 SOCIALE KAART (Interacties) RISICOBEELD TERREIN (Met klassering) RISICOFICHE PER PUNT (Voor kritieke Pt) RISICONIVEAU VAN DE PUNTEN PRIORITEITEN (Probabiliteit - Gevolgen) NAVOLGENDE RAR's	ACTIVERING GOLD - G₂ - G₃ - MEDIATOR INFORMATIEUITWISSELING VERKENNINGEN INFORMELE PLAATSBEZOEKEN

Stap 3: DE RISICOREDUCTIE

(Kost)Effectiviteit?
Evenredigheid?



VRAGEN	TOOLS	TAKEN
<p>Welke risicoverlaging door partners?</p> <ul style="list-style-type: none"> - Welke maatregelen zijn voor de partners? - Hoe communiceren met de media? <p>Welke risicoverlaging door politie? ,</p> <ul style="list-style-type: none"> - Wat is het globale concept? - Wat zijn de maatregelen en dispositieven? - Wat zijn de praktische modaliteiten? - Welke zijn de tactische EEI's? 	<p>RISICOFICHE PER PUNT (Blauw) </p> <p>OPERATIEOLEAAT (Blauw)</p> <p>ORGANISATIESCHEMA (Articulatie)</p> <p>OPS ORDER - MOBILITEITSPLAN - PIP</p> <p>COMMUNICATIEPLAN</p> <p>CP - GOLD (Beleids- en Organisationscomité)</p> <p>NAVOLGENDE RAR's</p>	<p>DEFINITIEF POLITIEADVIES</p> <p>OPERATIONELE COÖRDINATIEVERGAD.</p> <p>VALIDATIE OPERATIONEEL CONCEPT</p> <p>AANVRAAG VERSTERKING</p> <p>ORDERS - BRIEFING</p> <p>DEBRIEFING -EVALUATIE</p>

KOSTENEFFECTIVITEIT - DOELREALISATIE

Tool : Strategic analysis of the actors



Map the strengths and weaknesses of **partners and involved parties**

Form an image of certain aspects regarding parties involved:

- Social identity?
- Socio-dynamics
- Power to act?
- Strategy
- Limitations

Tool : Critical points

At the end of the risk detection (red table) **a specific risk level** (probability and consequences) will be defined **per point**.

On base of the PC matrix the 'risk' points are ranked and the priorities are defined.



3. Potential critical point
1+2+ SECONDARY PLANNED
OPERATION

CONSEQUENCES

1.Pot. IMPORTANT Pt
ORIENTATION
BASIC POLICE

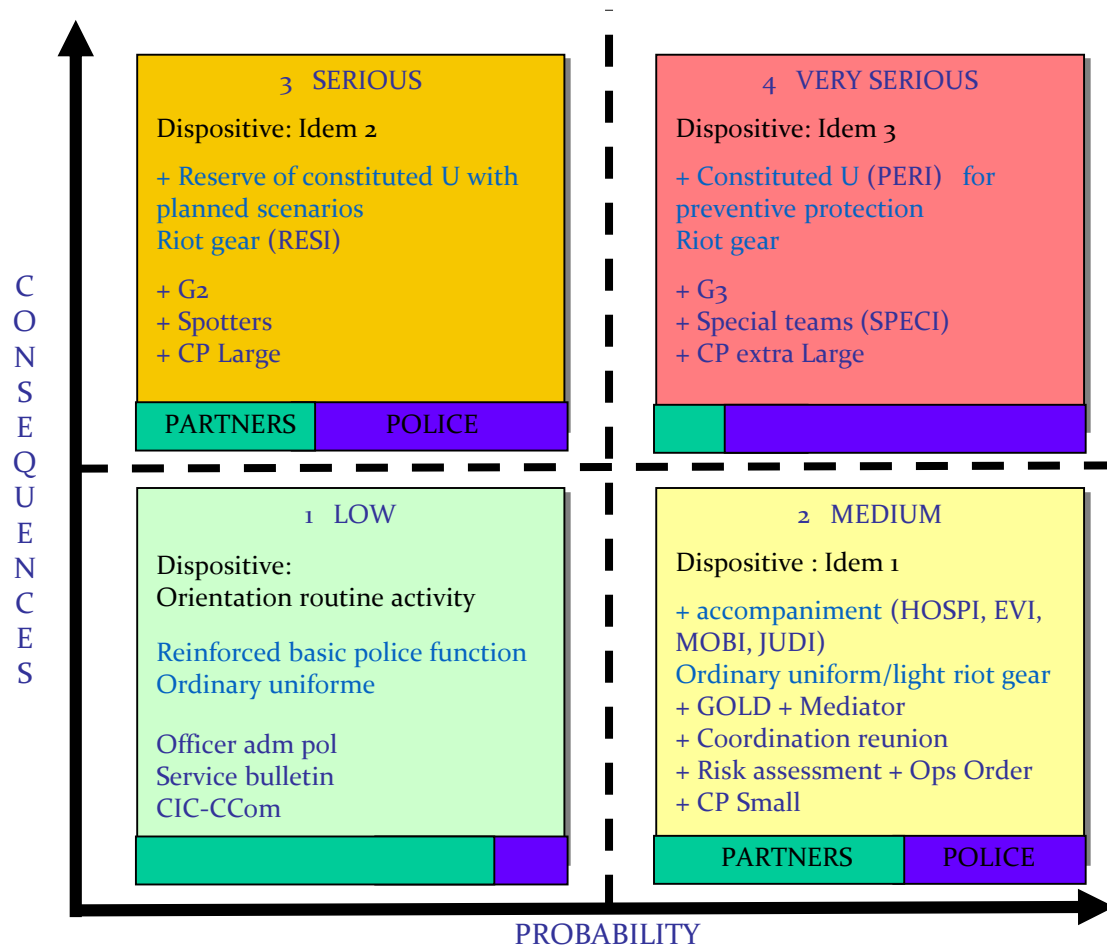


4. CRITICAL point
1+2+3+PREVENTIVE DISPO
+ REACTIVE

2. IMPORTANT point
REINFORCED BASIC POLICE
ACCOMPAGNATIVE
MEASURES

PROBABILITY

Decision on the risk level of the event



After transferring certain risks to partners (organisator, emergency services, authorities,...) there has to be checked what are the remaining risks. In function to this risks a **GLOBAL RISK LEVEL** will be accorded to the event for the following aspects: public order, mobility, annoyance, criminality, terrorism, catastrophies,..

The risk level of the event



Risk level and **impact**

- On concept
- On designation of GOLD COMMANDER
- On emplacement of CP
- On global dispositive
- On engagement mediator - spotters
- On engagement CIK - Hycap
- On engagement special teams
- On uniform – equipment - armament

Risk level and **concept**

Niv 1: Autonomous management (Basic police function)

Niv 2: Hospitality (Private security + surveillance)

Niv 3: (Discrete Internal Reserve)

Niv 4:

Occupation concept (Preventive + Reactive)

Offensive concept (especially Reactive)

Elimination concept (Arrest)

“How high the risk level might be, the negotiated management may never be released, on the contrary it has to be activated”

Tool : Scanning matrix

Horizontal and vertical coordination

The matrix is a tool to list:

- All **operational activities** (intelligence, analysis, planning, execution, evaluation)
- In relation to the **five measures** before-during-after (proactivity, prevention, preparation, response, after-care)

The matrix permits to:

- Set up a structured **planning** (strategy, project plan)
- Ensure vertical and horizontal **coordination** (management)
- **Evaluating** the execution for a number of aspects (lessons to be learned)

(L) = evaluation of LEGITIMACY

(P) = evaluation of the PROCESS

(O) = evaluation of the OUTCOME

Organisation of decision-making

Based on a simple and recognisable model

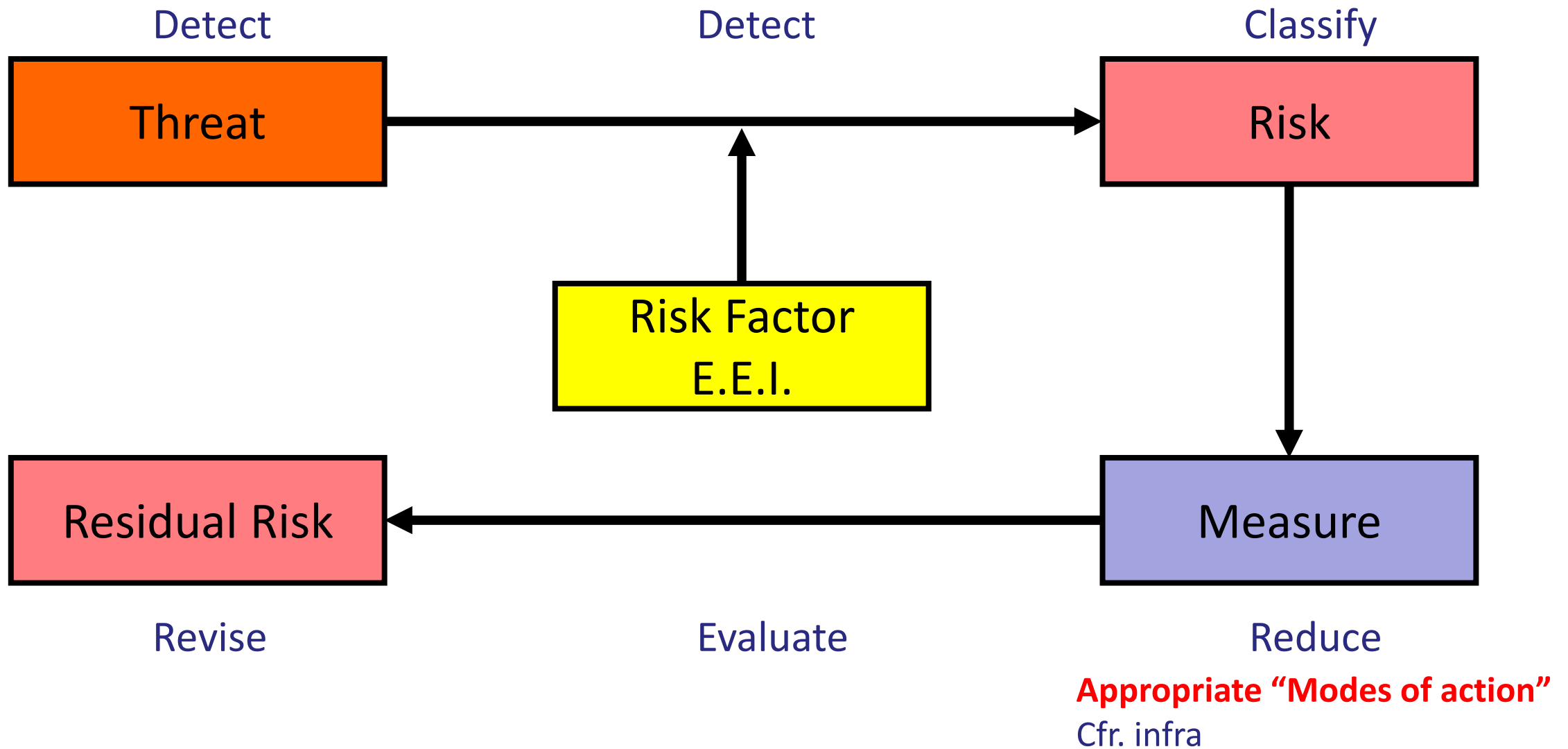
3 levels:

- **Gold** (strategic management)
- **Silver** (operational management)
- **Bronze** (tactical management)

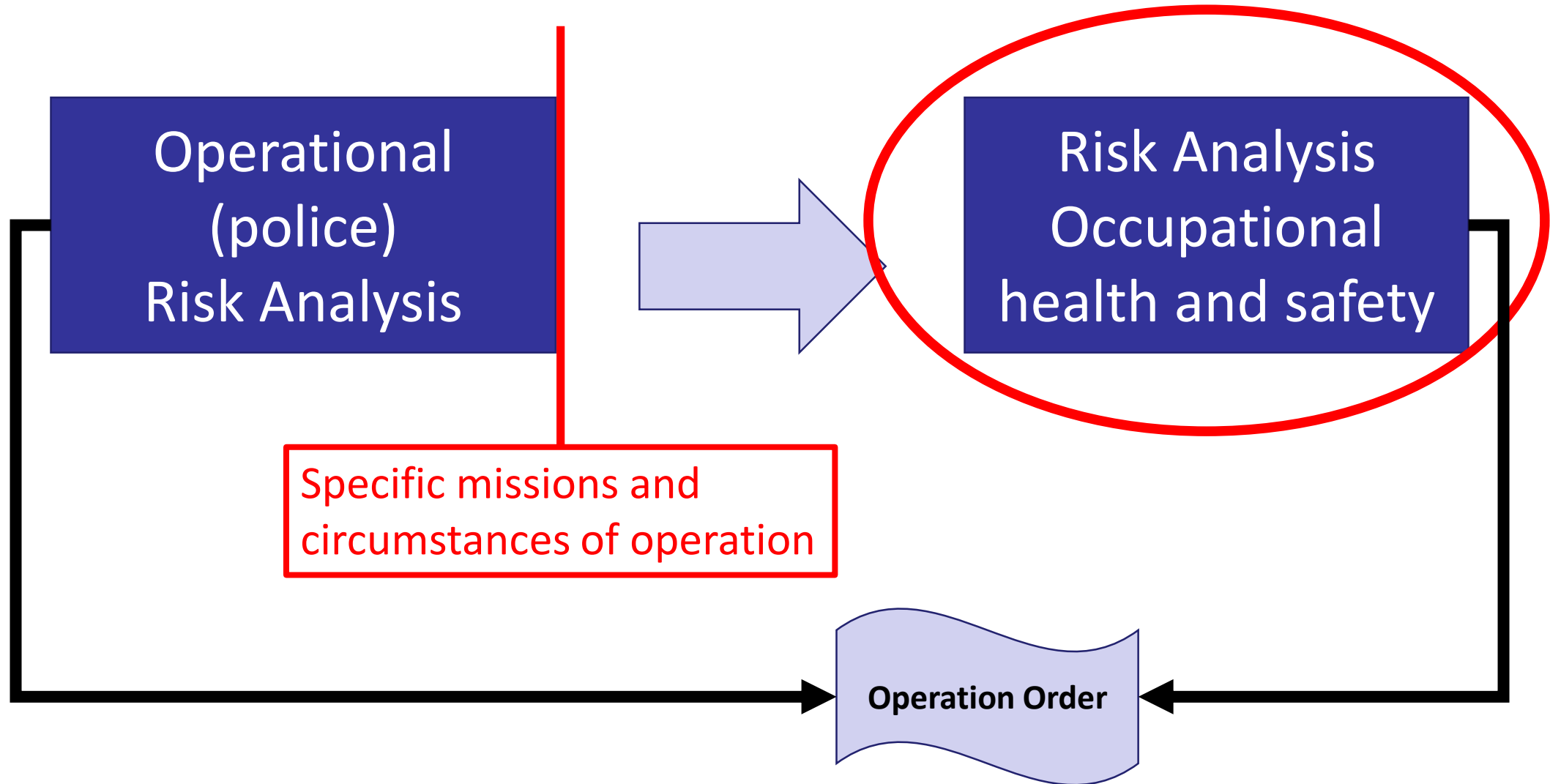
Adv: limitation of levels, definition of responsibility and fast decision-making

Gold = assisted by a **task-force** (G1-G2-G3...)

Relationship between aspects of operational Risk Analysis



Second phase in Risk Analysis



Well-being, danger, measures...

Domains in **well-being**:

Safety, health, hygiene, ergonomics, psycho-social pressure

Dangers

- Violence against police officers
- Dangers linked to the mission
- Climate
- Place
- Working together with third parties
- Materials and staff
- ...

Measures in prevention (basic and specific?):

- Training
- Materials
- Communication
- Administration
- Rules of engagement
- ...



The 3 steps of OHS Risk Analysis



PDCA

Step 1

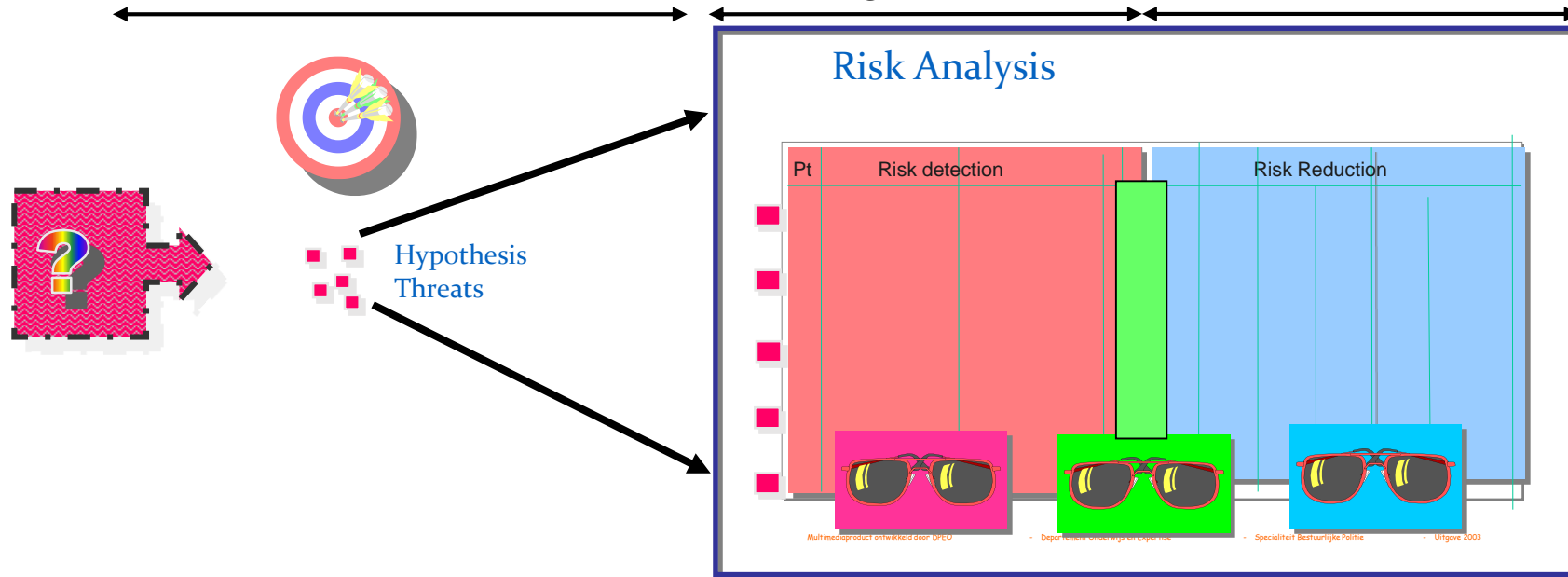
Definition of GOAL
Responsability in laws and regulations (OOP₄₁)?

Step 2

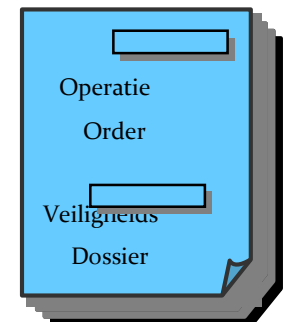
RISK DETECTION
Probability and Consequences?
(Red glasses)

Step 3

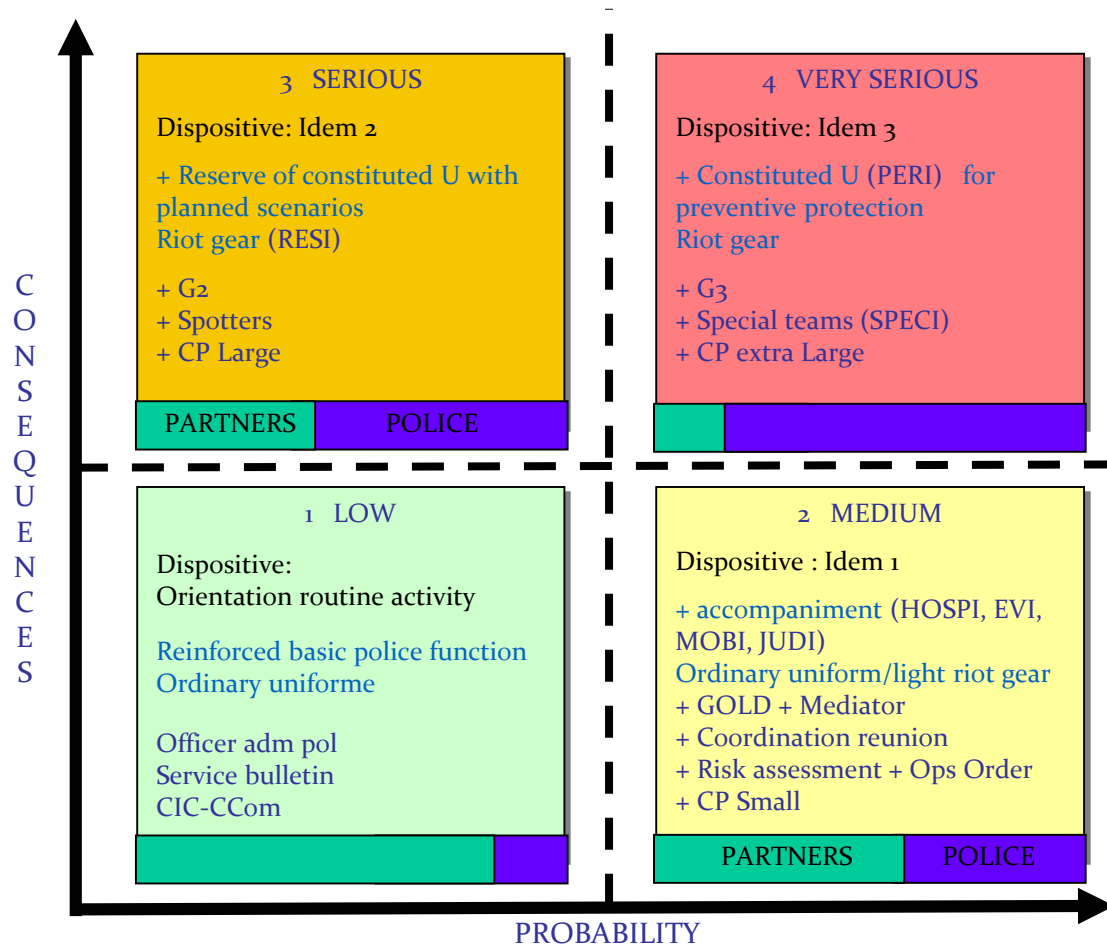
RISK REDUCTION
Safety/well-being?
(Green and blue glasses)



SAFETY CONCEPT
and safety plans



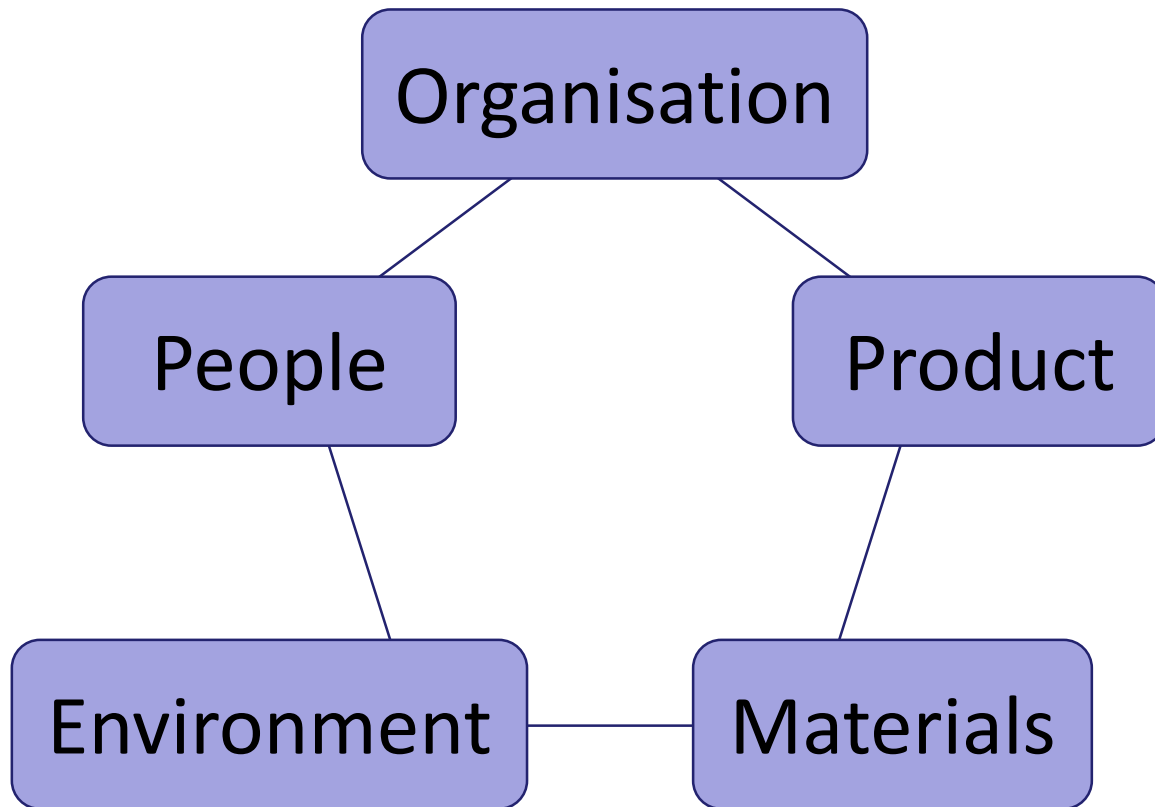
Risk level of the event matters!!!



Now, Step 2 and step 3 (cfr infra) are always executed.
 We are looking to set a standard group of measures for each risk level of event.

Step 1 : definition of goal

Tool to find hazards and risk factors (especially missions level 3 and 4)



Danger = source of damage

MUOPO method (acronym in dutch)

Brainstorming

- Which damage by... ?
- Which dangers by... ?
- Where are the vulnerabilities... ?

Take into account:

- **Checklist dangers**
- **Critical points and missions already defined**
- Risk reducing or inducing factors?
- Priorities in risks?
- Already implemented (basic) measures?
- Risk reducing operational measures?
- Specific measures necessary?
- Who is responsible?
- What are the residual risks?

Step 2 : Risk detection

Tabular form:

	Hazards for Safety and well-being	Type of mission and required level of competence (GPI48, GPI81, MFO-2, DSU)	Influencing factors & risk factors	Specific risks Probability X Consequences	Priority P X C
Violence against police					
<input type="checkbox"/>	Use of a fireweapon				
<input checked="" type="checkbox"/>	Throwing hard materials				
	...				

Step 3 : Risk reduction

All measures listed in tabular form:

	Existing operational and basic measures	Extra specific measures	Reference to measures in O.O.	Residual Risks Adapt FODOT	Accepted yes/no
A. Occupational safety					
	A.1. Training				
	A.2. Equipment				

Basic prevention measures

A list with hazards, risks and prevention measures

Almost incomprehensible, because of the vast amount of abbreviations.

e.g.

Hazards	Risk	Prevention measure
VIOLENCE against police		
Use of a fireweapon	Shotwounds, severe physical damage, even death Mentally stressful	A.1.1 / A.1.6 / A.1.8 / WPA / A.27 / A.2.8 / A.2.9 / A.2.10 ... (29 codes !!!)
Throwing hard materials	Wounds, physical damage, mentally stressful	A.1.1 / A.1.2 / (39 codes !!!)

e.g.

A.1. Training – A.1.6 = Firearms training GPI48, all sessions followed and exam passed

A.2. Equipment – A.2.9 = Control the correct use of equipment, adjust if necessary

Three levels of measures



primary prevention

- Measures that can exclude hazards

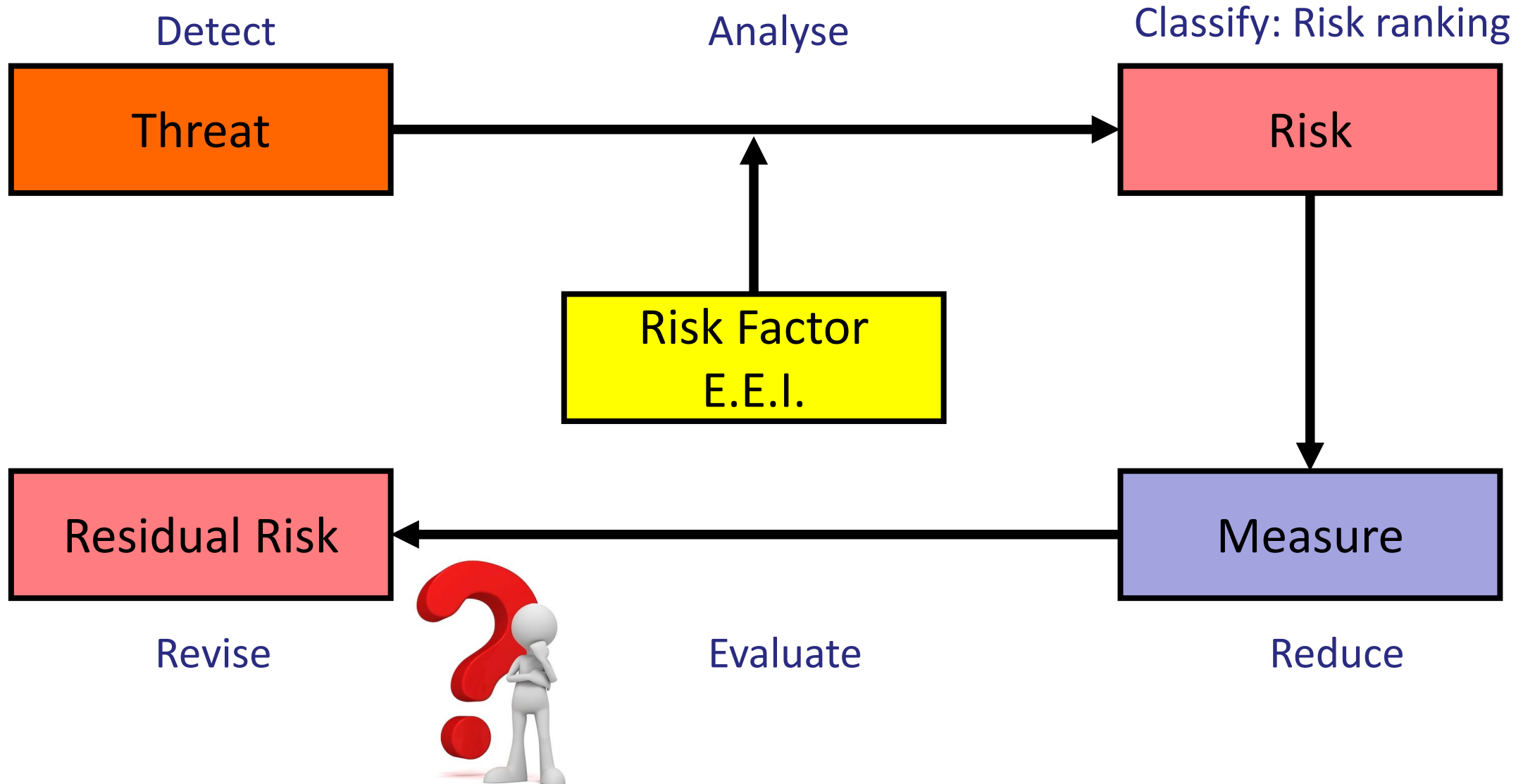
secondary prevention

- Measures that prevent damage

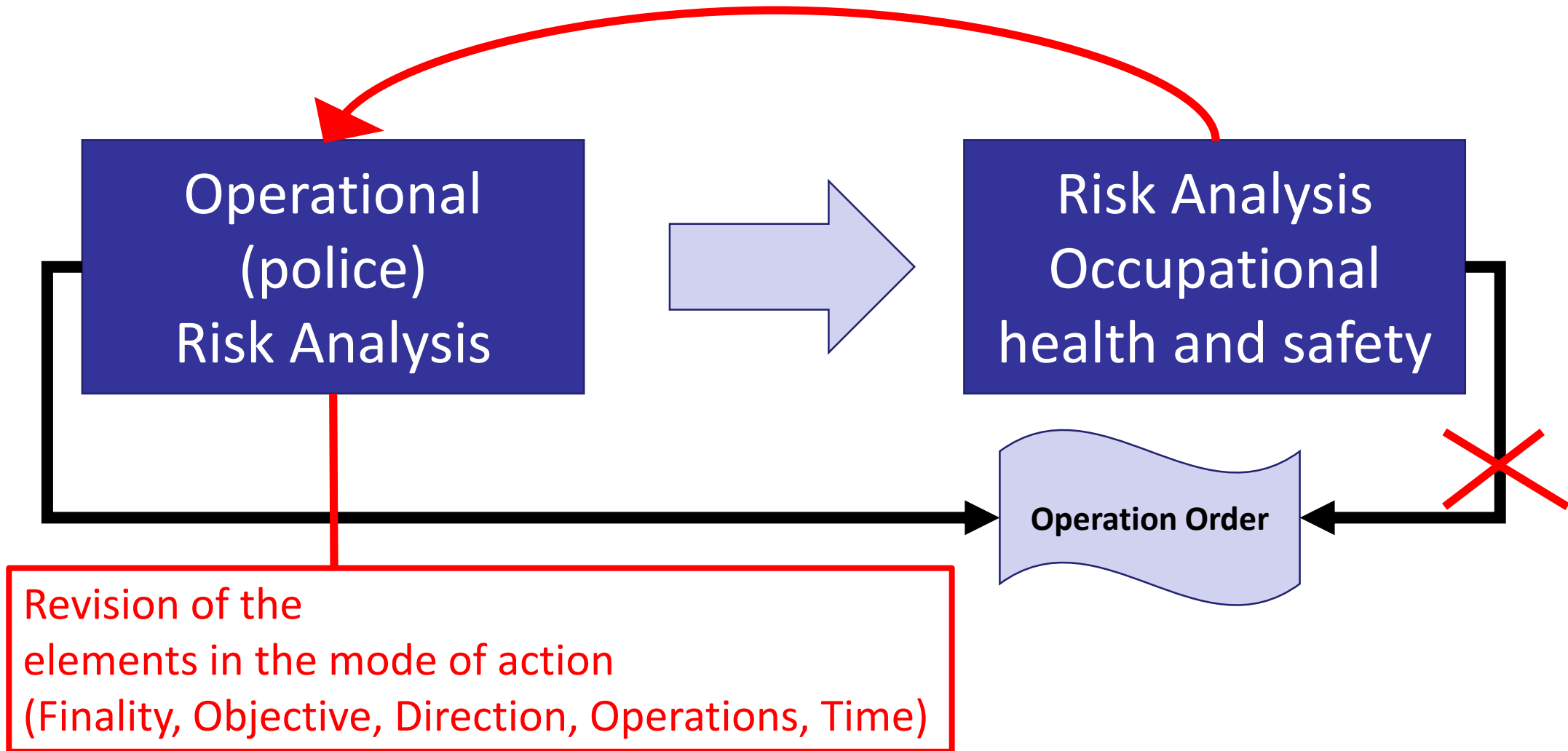
tertiary prevention

- Measures that diminish damage

Relationship between aspects of OHS Risk Analysis



Residual risks too high?



Strategy and Modes of action

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Possible strategic concepts

Elimination concept: removal of 'untolerated' crowds and groups, if necessary with violence (arrest)

Offensive concept (crowd **repression**): repressive and reactive action against groups that do not comply with tolerance limits (dispersion)

Occupation concept: management/control of part of public area through visible deployment to protect a critical zone (e.g. perimeter operation top conference)

Management concept: public area is managed in a negotiated way together with partners. Intervention units are deployed discretely (peaceful manifestation).

Hospitality concept: organiser is the first line representative for security. Police is only present in supervisory role (e.g. football, festival).

Methods

- What are the possible tactics?
- 10 modes of action (preventive and repressive)
- Specific implementation at bronze level = translated in application of 10 modes of action by
 - **Supervisory** police in a team (ordinary uniform)
 - **Intervention** police in constituted context (riot gear)

Low Profile



Appropriate visibility, low friction and early intervention policing



High Profile

Mode elements

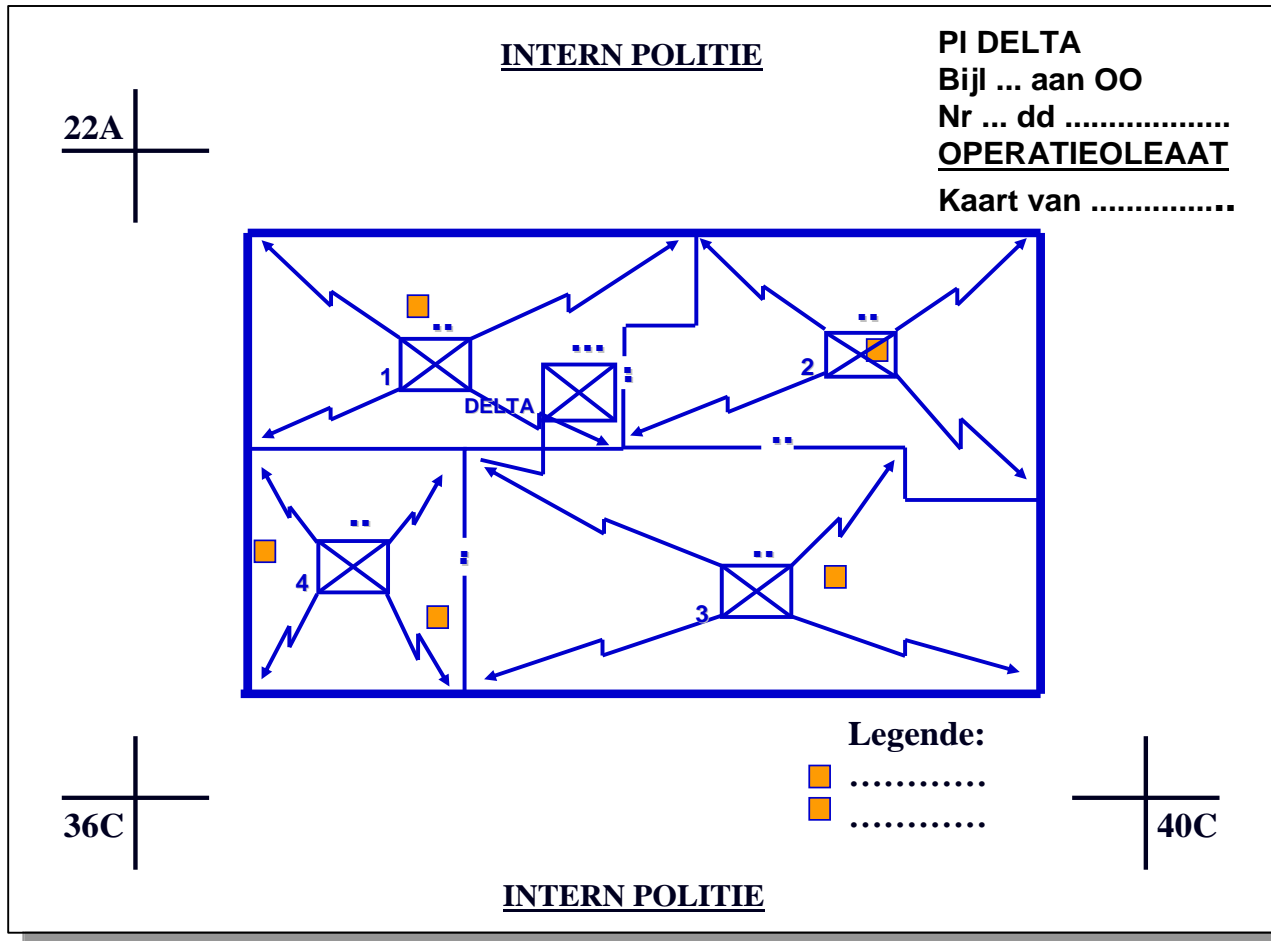
Modes of action are tactical scenarios defined on the basis of 5 MODE ELEMENTS

FINALITY	Aim – effect action	Define mode of action
OBJECTIVE	Terrain – action zone	Designate axe
DIRECTION	Direction/ front action	Designate direction
OPERATION	Articulation – principal effort	Designate divisions in line and in reserve
DURATION	Start of the action	Time of commencement of operations

10 modes of action (tactical scenario's)

preventive	reactive
patrol	drive back
monitor	search
canalise	clear
isolate	surround
escort	disperse

Patrolling



FINALITY OF PATROLLING

- **To surveil**
- **To gather information in a targeted way**
- **To prevent disturbance of public order**

In a certain area, place, building,...

Finality : TO PATROL

Objective : in the area restricted by ...

Direction : oriented towards ...

Operation : with ... in line and ... in Res

Time : Hr commencement ...

Means

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Supervisory police units



Interactive police



Intervention police units



Police barriers



Water canon



Special teams



Cavalry



en Zweeds politieman te paard probeert een betoget te arresteren die protesteerde tegen het bezoek van de Amerikaanse president aan Göteborg. © Reuters

Patrol dogs



Collective arrests



Conclusion

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Capacity of the Internal OHS Service

- Deficiency in numbers 18/27
- Only 2 Ops left (partly management function)

Conclusion : Gold commander mostly is member of the local police, and the federal police acts as support.

The Internal OHS staff of the local police zone gives advise

Social dialogue

- Codex Art. II.7-15.- obligation to inform the consultation committee on the Risk Analysis
- Only results of 2nd phase (OHS RA) will be discussed in the committee
- The committee gives a recommendation
 - If 4 trade unions disagree, the employer (Gold) has to motivate decision
- Trade unions also want to know the facts of the 1th phase (Ops RA) that have impact on well-being

Conclusion : Labour Inspection will attend the committee 20th July

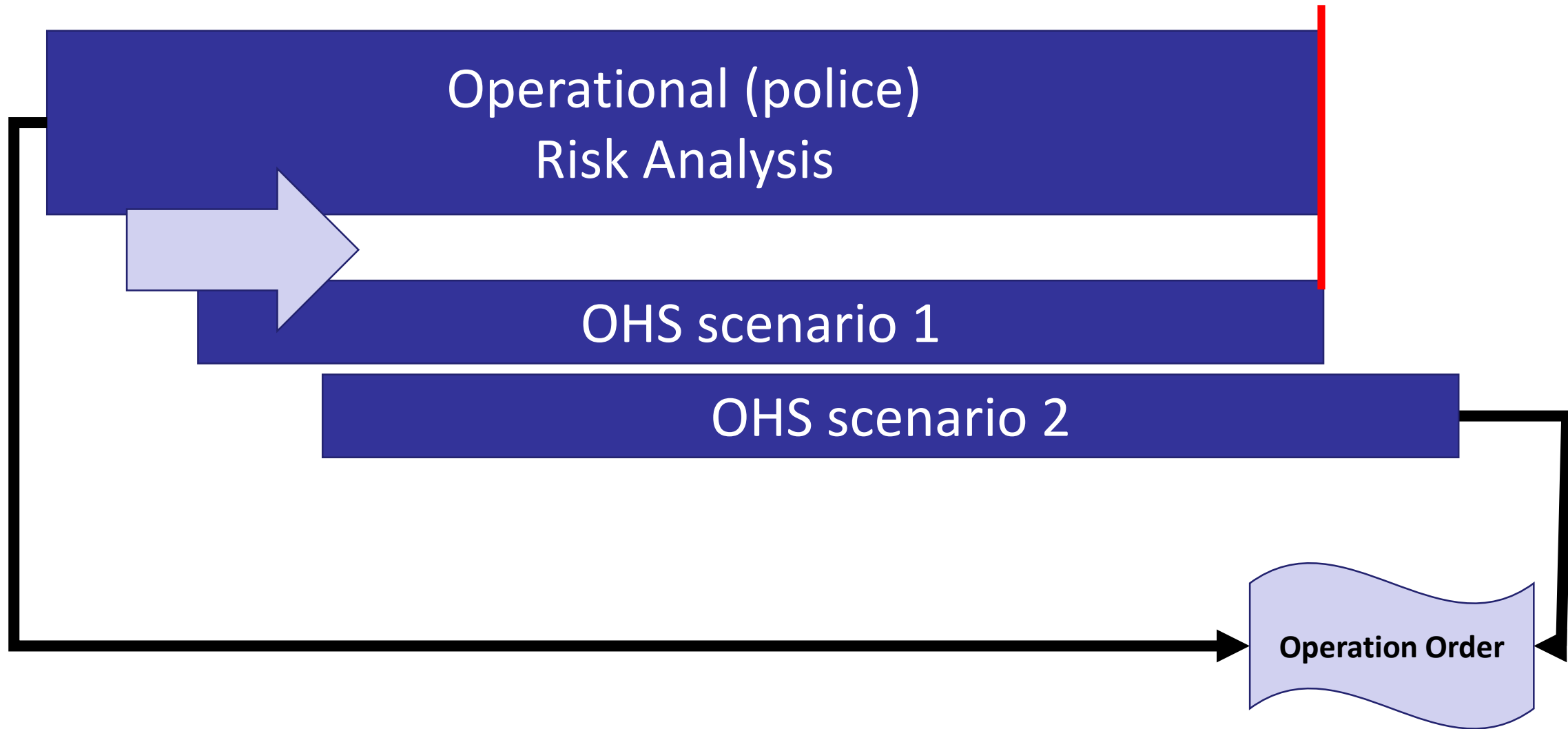
Managing large-scale events

Innovative concept of two phases is too difficult if event is too big and has changing E.E.I.

- e.g. NATO-top, visit Trump & Erdogan & 52 other Heads of State

Conclusion : working with scenario's, but there is still uncertainty till the eve of the event

Large-scale events



Looking for an easier system

Method is very good for the well-being, but also heavy, long, time-consuming...

- Long lists of abbreviations
- Copy & paste, not always correct
- Nobody reads all piles of paper
- Short delays, not enough time

Conclusion : more standard measures for fixed risk levels (1 to 4)

Questions later on

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