



## POLICE REVIEW COMMISSION

## REGULAR MEETING MINUTES

(approved)

April 22, 2015 7:00 P.M. South Berkeley Senior Center 2939 Ellis Street, Berkeley

## 1. CALL TO ORDER & ROLL CALL BY ACTING CHAIR PEREZVELEZ AT 7:04 P.M.

Present:

Commissioner George Perezvelez

Commissioner George Lippman

Commissioner Ann Rogers

Commissioner Bulmaro Vicente
Commissioner Lowell Finley (temporary assignment)

Absent:

Commissioner (Chair) Alison Bernstein, Commissioner

Benjamen Bartlett, Commissioner Michael Sherman

PRC Staff:

Byron Norris, PRC Investigator

BPD Staff:

Chief Michael Meehan, Sergeant Craig Lindenau, Sergeant

Katherine Smith

## 2. APPROVAL OF AGENDA

By consensus, the agenda was approved without changes.

## 3. PUBLIC COMMENT

There were no speakers.

## 4. ELECTION OF ACTING VICE-CHAIRPERSON (discussion and action)

Commissioner Lippman was nominated by Commissioner Finley; seconded by Commissioner Vicente. Commissioner Rogers was nominated by Commissioner Perezvelez; seconded by Commissioner Finley.

## Commissioner Rogers was elected acting Vice-Chairperson of the PRC Commission.

Aye votes for Rogers: Finley, Perezvelez, and Rogers

Aye votes for Lippman: Lippman and Vicente

Absent: Bernstein, Bartlett, Sherman

## 5. APPROVAL OF MINUTES

Motion to approve Regular Meeting of April 8, 2015.

Moved/Seconded (Lippman/Vicente) Motion Carried Unanimously

Ayes: Finley, Lippman, Perezvelez, Rogers, and Vicente.

Noes: None Abstain: None Absent: Bernstein, Bartlett, Sherman

## 6. CHAIR'S REPORT

Commissioner Perezvelez attended a meeting of the East Bay Chapter of the NAACP held on April 11, 2015. At the meeting, community members engaged the Berkeley Police Department about the December 2014 protests.

## 7. CHIEF OF POLICE'S REPORT

Chief Meehan announced his plan to present a report to the Commission on the December 2014 protests at its May 27, 2015 meeting, and indicated his desire to have the report provided to commissioners in advance of the meeting.

The chief thanked commissioners for their support of the police dispatchers as demonstrated by the commissioners' letter of recognition of April 12, 2015.

In regards to student disturbances, BPD staff and Berkeley High School and Berkeley Technical Academy representatives met during the past week and made a commitment to ensuring that youth remain in school.

Crime statistics show across-the-board increases, particularly in robberies and burglaries; no increases in homicide rates.

The department is currently staffed at 166 officers.

## 8. PRC OFFICER'S REPORT

There are currently 13 cases: four new complainants were filed since the last PRC meeting, two of which were filed by Spanish-speaking individuals.

On April 15, 2015, Deputy City Manager Dee Williams-Ridley, PRC Officer Lee, and Berkeley Police Association President Chris Stines engaged in a preliminary meet-and-confer regarding changes to the PRC Regulations. The City and the Association reached agreement on some of those changes.

## 9. OLD BUSINESS (discussion and action)

a. Policy investigation regarding the events of December 6, 7, and 8, 2014, and Council directive for an investigation into the events of December 6, as both are more fully identified in the regular meeting agenda of February 25, 2015; and including review of mutual aid practices and policies.

- i) Commissioners reported on their progress report in reviewing BPD documents and video.
- ii) Report from Investigation Steering Subcommittee: Commissioner Lippman, who was elected subcommittee chair, introduced the subcommittee's recommendations for an Investigation Plan, Timeline, and Commission Questions to the Police Chief.

Motion to approve the subcommittee's recommendations for a Policy Investigation Plan as amended by the Commission (see Attachment 1):

Moved/Seconded (Finley/Rogers) Motion Carried Unanimously

Ayes: Finley, Lippman, Perezvelez, Rogers, and Vicente.

Noes: None Abstain: None Absent: Bernstein, Bartlett, Sherman

Motion to approve the subcommittee's recommendations for a Policy Investigation Timeline with tentative dates as amended by the Commission (see Attachment 2):

Moved/Seconded (Finley/Rogers) Motion Carried Unanimously

Ayes: Finley, Lippman, Perezvelez, Rogers, and Vicente.

Noes: None Abstain: None Absent: Bernstein, Bartlett, Sherman

By consensus, the commission agreed to: 1) hold multiple special meetings between May 6 and July 15, as reflected in the Investigation Timeline; 2) to clear the regular meeting agendas of all items, except emergency items and subcommittee reports to focus on the policy investigation; 3) and to have staff communicate to Chief Meehan its urgent desire for him to be prepared to answer commissioners' questions at its May 27, 2015 meeting.

Motion to approve the subcommittee's Questions for the Police Chief Regarding the December protests as amended by the Commission (see Attachment 3):

Moved/Seconded (Finley/Rogers) Motion Carried Unanimously

Ayes: Finley, Lippman, Perezvelez, Rogers, and Vicente.

Noes: None Abstain: None Absent: Bernstein, Bartlett, Sherman

b. Discuss City Attorney opinion re Disclosure of BPD Internal Affairs' Records to the PRC.

By consensus, commissioners agreed to take no further action on this item.

## 10. SUBCOMMITTEE REPORTS & RECOMMENDATIONS (discussion and action)

a. Suspicious Activity Reports Subcommittee

Subcommittee Chair Vicente reported that the subcommittee is reviewing the issues of redacted SAR reports, and that the next subcommittee meeting is scheduled for May 5, 2015, at 6pm.

- b. Regulations Subcommittee No report.
- c. Transgender General Order Subcommittee No report

## 11. ANNOUNCEMENTS, ATTACHMENTS & COMMUNICATIONS

None.

## 12. PUBLIC COMMENT

There were no speakers.

## 13.ADJOURNMENT

## Motion to adjourn the meeting

Moved/Seconded (Finley/Perezvelez) Motion Carried Unanimously

Ayes: Finley, Lippman, Perezvelez, Rogers, and Vicente.

Noes: None Abstain: None Absent: Bernstein, Bartlett, Sherman

Meeting was adjourned at 9:22 p.m.

# BPD Response to December 2014 Protests \* POLICY INVESTIGATION PLAN \*

## 1. Review All Relevant Policies

Firearms, Ammunition, and Non-Lethal Weapons: Training, Qualification, and General Order F-2:

Specifications

Use of Force

General Order C-64: Crowd Management and Control

Mutual Aid Agreements with Law Enforcement Agencies

General Order P-29: Public/Media Relations

General Order M-2:

General Order U-2.

**Jniform and Equipment Regulations** Police Regulations Chapter 3:

**Duties and Responsibilities of the Ranks and Department Organization** Police Regulations Chapter 4:

San Francisco and Oakland Police Departments

## 2. Review All Relevant Evidence

Other Policies:

**BPD** videos

BPD internal report

BPD physical records

Review or transcribe witness statements at Council meetings

Review or transcribe witness statements at PRC meetings

Review other video clips

Obtain other witness statements

## 3. Identify Policy Issues

## 4. Adopt Findings and Recommendations

## 5. Submit Report to City Council

## ATTACHMENT 2 to PRC Minutes of April 22, 2015

# Berkeley Police Review Commission (PRC) BPD Response to December 6, 2014 Protests \* POLICY INVESTIGATION TIMELINE \*

ACTION TO BE COMPLETED	RESPONSIBLE PARTY	DUE DATE (PRC Meeting)
Draft Policy Investigation Plan	Investigation Subcommittee	;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;;
Adopt Investigation Plan Adopt Formal Questions for Police Chief	Commission	April 22
Review & Discuss All Relevant Policies (including San Francisco's and Oakland's)	Commission	May 6 (Special Meeting)
Review & Discuss all Relevant Evidence (including video)	Commission	May 13
Complete the Individual Review of BPD Internal Investigative Report	Individual Commissioners	May 20 (Special Meeting)
Presentation of BPD Internal Investigative Report to Commission	Police Chief	7C , CM
Questions to Chief (including questions on General Orders, staging areas and demonstrations)	Commission	17 day 77

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ATTACHMENT 2 to PRC Minutes of April 22, 2015

ACTION TO BE COMPLETED	RESPONSIBLE PARTY	DUE DATE (PRC Meeting)
Identify Policy Issues	Commission	June 3 (Special Meeting)
Discuss Policy Recommendations	Commission	June 10
Adopt Policy Findings & Recommendations	Commission	June 17 (Special Meeting)
	Commission Staff	June 24
Distribute PRC Draft Report	Commission Staff	July 8
Review PRC Draft Report	Commission	July 15 (Special Meeting)
Adopt PRC Report & Recommendations (session 1)	Commission	July 22
Adopt PRC Report & Recommendations (session 2)	Commission	July 29 (Special Meeting)
Submit PRC Report & Recommendations to City Council	Commission Staff	August 10 (not a meeting date)

## Berkeley Police Review Commission BPD Response to December 6, 2014 Protests \* POLICY QUESTIONS FOR POLICE CHIEF \*

(Note: portions of quotes are italicized for emphasis.)

## I. Factual questions about police response on December 6, 2014, through the early morning of December 7.

>> "Less-than-lethal" (or less-lethal) force.

- 1. Did police officers fire less-than-lethal projectiles such as sponge rounds, flash grenades, pyrotechnic devices, beanbags, or other munitions into a Berkeley crowd? If so:
  - a. What munitions were used when, where, how many and by which agency?
  - b. Who authorized the use of these weapons?
  - c. Does BPD policy require that use of less lethal munitions be authorized by a certain level commander?
  - d. What was the justification and goal for each such use of force? Were less lethal weapons used for crowd dispersal at any point? If so, why?
  - e. Was medical attention provided to persons who were shot with less lethal munitions, and what injuries resulted from these shootings?
- 2. Were less-than-lethal projectiles deployed in violation of the following provision of General Order U-2 (Use of Force) or any other Department policies?
  - "16 Less-than-lethal force shall only be used in the following situations, and, where feasible, after some warning has been given:
  - (a) When an act of violence is occurring, or is about to occur;
  - (b) To overcome the resistance of a physically combative person, or to gain compliance from a non-compliant person reasonably believed to be armed;
  - c) To deter a person who is reasonably believed to be armed and is threatening to harm him-/herself, another person, or an officer; or,
  - (d) To resolve a potentially violent incident not otherwise described above."

## >> Baton use.

- **3.** Who authorized the use of batons on December 6? What were the circumstances under which officers were authorized to make contact with their batons?
- 4. How many over-the-head baton strikes were delivered on December 6?
  - a. What agency conducted these strikes and under what authorization?
  - b. What was the justification and goal of each such use of force?
  - c. Was medical attention provided to persons who were shot with less lethal munitions, and what injuries resulted from these shootings?
  - d. Does the Department consider a baton strike to the head to be deadly force?
  - e. Are you aware that several demonstrators were hit in the head with batons? If so, is this a component of your investigation?
  - f. Were there baton strikes on Dec. 6 that did not comply with Department policy?

## >> Tear gas and other chemical agents.

- **5.** Describe the use of chemical agents in the police response:
  - a. What chemical agent devices were used when, where, how many, and by which agencies?
  - b. Who authorized each such use of chemical agents?
  - c. Does BPD policy require that use of chemical agents be authorized by a certain level commander?
  - d. What was the specific justification and goal for each such use?
  - e. Given the known health risks of chemical agents (see OPD policy below), why and how was the decision made to use tear gas? What was the policing goal of this technique? Who made this decision? What other techniques were attempted to meet the policing goal before the tear gas option was selected?
  - f. Was audible warning of imminent use of tear gas given, and reasonable time given to the crowd, media, and observers to disperse?
  - g. Was tear gas deployed against civilians who were running away from police, for example southward on Telegraph? If so, what was the justification for this deployment?
  - h. Did BPD have adequate medical personnel on hand to decontaminate and screen civilians affected by tear gas? Did anyone require medical treatment, and did they receive it?

## >> Media injuries.

- **6.** Were media representatives struck by police officers on December 6, as alleged in a letter from the Society of Professional Journalists? <sup>1</sup> If so:
  - a. Were any struck on the head with batons? What other types of force were used on journalists? What was the nature of their injuries, and was medical attention provided?
  - b. What agency conducted these strikes? What individual from what agency authorized these strikes? What was the justification for each such use of force?
  - c. What steps are being taken to prevent a recurrence, even in a chaotic situation?

## >> Mutual Aid.

- 7. What agencies deployed armored vehicles on December 6?
- **8.** Did BPD or City of Berkeley management affirmatively authorize the deployment of armored vehicles? If so what was the goal? Were responding agencies informed of concerns by Berkeley representatives regarding this deployment?
- **9.** At what point were City management or elected officials informed of the deployment of armored vehicles?

<sup>&</sup>lt;sup>1</sup> "OPEN LETTER: SPJ NORCAL RESPONDS TO REPORTS OF POLICE FORCE USED ON JOURNALISTS IN BERKELEY," Society of Professional Journalists-Northern California, <a href="http://www.spjnorcal.org/new/2014/12/08/open-letter-spj-norcal-responds-to-reports-of-police-force-used-on-journalists-in-berkeley/">http://www.spjnorcal.org/new/2014/12/08/open-letter-spj-norcal-responds-to-reports-of-police-force-used-on-journalists-in-berkeley/</a>

- **10.** Did BPD require outside agencies to account for the weapons brought to Berkeley? Did it require outside agencies to submit use of force reports, munitions inventories, and chemical agent inventories? Has it received such reports from all outside agencies who provided mutual aid? Are you satisfied with the reporting by the mutual aid agencies?
- **11.** Did BPD or city management convey concerns to other departments or governments about other departments' practices, including but not limited to use of clubs or less-lethal/less-than-lethal projectiles or chemical agents? Has any follow-up action been taken by the City of Berkeley or the BPD?
- 12. Have other departments registered concerns with Berkeley over BPD conduct?
- >> Other Crowd Control tactics.
  - **13.** With regard to the "Get'um running, stretch out the crowd" quote, what tactic is it meant to convey?

Was the planned intent of crowd management, from the beginning, to break up assemblies whether or not they were peaceful? Is such an approach standard practice for protest assemblies?

Background to Question 13:

The *Incident Action Plan* for 12/6/2014, created before the street actions began, states under "Regarding Tactics":

"Get'um running! Stretch the crowd out so they are not a mass, but individuals." [Later in this document the protection of First Amendment Rights is stressed, specifically the right to assemble. The cited quote, however, appears at the top of the document without qualification as to illegal activity.]

The following dispatches are taken from the document "Mater (sic) Case Report - 71905 Dec 6":

- 23:12 "Peaceful now, will need to move them with skirmish line."
- 00:21:07 "They are not moving, if you want us to force, advise"
- 00:21:12 "Force the issue, keep them moving south"

Video footage appears to show use of batons on civilians who were non-violent, in pursuit of pushing them south on Telegraph.

- **14.** Were dispersal orders given, and if so, when and where, what was the basis for each such dispersal order, and who authorized it?
- **15.** When each dispersal order was given, how much time was allowed for crowd members to disperse before force was used, and was a feasible route specified for egress? Was

force used for crowd dispersal, when, where and what type? If so, why was force used for dispersal, as opposed to arrests for violation of dispersal orders, or arrests for individual crimes?

- **16.** Had crowd members committed any unlawful acts before the first use of force on Dec. 6, and if so, what unlawful acts and how many people did so? Was force used on people who had not done anything unlawful?
- **17.** How many people were arrested on Dec. 6, and for what? How many of these arrestees were prosecuted and what was the outcome?
- **18.** Why were demonstrators forced to move south on Telegraph on Dec. 6? Was the intention to disperse demonstrators across the city border to Oakland? Was this preplanned? Who authorized this? Has Oakland expressed concerns to Berkeley in this regard?
- 19. Subsequent to the events of December 6, what City management or elected official direction was given to the BPD to modify crowd control behavior on following days?
  - Specify what direction was given, including tear gas deployment, less-than-lethal munitions, baton use, mutual aid, other aspects of engagement with generally peaceful protest, and engagement with destructive behavior.
  - Please supply written documentation of such direction and of any BPD management interpretation to officers.

## II. Questions about BPD policy.

>> Tear gas.

For reference purposes, the Oakland Crowd Control and Management Policy states:2

- "a. Crowd control chemical agents are those chemical agents designed and intended to move or stop large numbers of individuals in a crowd situation and administered in the form of a delivery system which emits the chemical agent diffusely without targeting a specific individual or individuals.
- b. Chemical agents can produce serious injuries or even death. The elderly person or infant in the crowd or the individual with asthma or other breathing disorder may have a fatal reaction to chemical agents even when those chemical agents are used in accordance with the manufacturer's recommendations and the Department's training. Thus, crowd control chemical agents shall be used only if other techniques, such as encirclement and multiple simultaneous arrest or police formations have failed or will not accomplish the policing goal as determined by the Incident Commander.

<sup>&</sup>lt;sup>2</sup> "OPD Crowd Control and Crowd Management," 2013, http://www.scribd.com/doc/190992131/OPD-Crowd-Control-Policy-4-Oct-13#scribd

- c. Members shall use the *minimum amount of chemical agent* necessary to obtain compliance in accordance with Department General Order K-3, USE OF FORCE.
- d. Indirect delivery or crowd dispersal spray and/or discharge of a chemical agent shall not be used in demonstrations or other crowd events without the approval of the Incident Commander. Only under exigent circumstances may a supervisor or commander authorize the immediate use of chemical agents

The Incident Commander shall be notified immediately when an exigent use of chemical agents has occurred.

- e. Chemical agents shall not be used for crowd control or dispersal without first giving *audible* warning of their imminent use and giving reasonable time to the crowd, media, and observers to disperse.
- f. If chemical agents are contemplated in crowd situations, OPD shall have medical personnel on site prior to their use and shall make provision for decontamination and medical screening to those persons affected by the chemical agent(s)."
  - **20.** Is it your opinion that there is room for improvement and changes to BPD's policy on tear gas?

Are there any elements in Oakland's policy that you think would be a good model for revisions to BPD's policy on tear gas?

>> Mutual Aid.

The California Law Enforcement Mutual Aid Plan (LEMA) states (page 18):

"Unless otherwise expressly provided, or later agreed upon, the responsible local law enforcement official of the jurisdiction *requesting mutual aid shall remain in charge*. It is operationally essential that the local law enforcement official coordinate all actions with responding law enforcement agencies to ensure an effective application of forces (8618 GC)."

"The agency requesting mutual aid is responsible for the following:

- 1. Identifying numbers and types of mutual aid resources requested.
- 2. Identifying specific missions for mutual aid responder tasking.
- 3. Advising responders what equipment they should bring...."

In addition, the Berkeley City Council adopted the following *mutual aid policy in 1992* upon recommendation by the PRC:<sup>3</sup>

Recommendations 9 and 10: "That the BPD take *direct supervisory responsibility for all mutual aid units* deployed to the maximum amount allowable by law...advise such units that *they will be expected to comply* with [BPD] regulations and policies," and that if there are conflicts with other agencies over policies which cannot be resolved, "BPD reserves the right to *elect not to deploy* 

<sup>&</sup>lt;sup>3</sup> Berkeley City Council records, <a href="http://www.ci.berkeley.ca.us/citycouncil/2003citycouncil/packet/090903/2003-09-09%20Item%2054-57.pdf">http://www.ci.berkeley.ca.us/citycouncil/2003citycouncil/packet/090903/2003-09-09%20Item%2054-57.pdf</a>

those units affected....where the City of Berkeley has adopted more stringent standards, those will take precedence over county-wide standards within Berkeley."

For reference, the Oakland Crowd Control and Management Policy states:

"In addition, the IC shall be responsible for ensuring to the extent possible that mutual aid agencies:

- 1. Are briefed and in agreement with OPD's Unity of Command structure under which only OPD Commanders may authorize the use of less lethal munitions for crowd control and dispersal;
- 2. Are briefed on OPD's policy on prohibited weapons and force:
- 3. Do not bring or use any weapons or force that is prohibited under OPD's policy;
- 4. Are provided a copy of OPD's Crowd Control Policy and Use of Force policies;
- 5. Are not assigned to front-line positions or used for crowd intervention, control or dispersal unless there is a public safety emergency"
  - **21.** Does BPD, when hosting outside agencies in a mutual aid event, advise responders what equipment they should bring, directly supervise all mutual aid units, advise responding units to comply with BPD policies?
  - 22. When responding departments' actions conflict with such BPD or City policies (e.g. deployment of militarized armored vehicles or baton strikes to the head), what action is taken by the BPD command? What is the process for a decision not to deploy or invite such a department back for future mutual aid events?
  - 23. Are the 1992 policies included in BPD General Orders such as M-02 Mutual Aid?
- >> "Less-than-lethal" (or less-lethal) force:

The Council adopted the following "non-lethal" policy in 1992:

Recommendation 7: "Non-lethal munitions may be used where violent criminal acts are being committed, which pose a clear and present danger to officers and others, and for which no other reasonable non-lethal force alternative is available....The *only approved munitions* are foam rubber multiple baton rounds discharged from 37mm launchers."

For reference, the Oakland Crowd Control and Management Policy states:

"Direct Fired SIM are less-lethal specialty impact weapons that are designed to be direct fired at a specific target, including but not limited to flexible batons ("bean bags"), and shall not be used for crowd management, crowd control or crowd dispersal during demonstrations or crowd events. Direct Fired SIM may never be used indiscriminately against a crowd or group of persons even if some members of the crowd or group are violent or disruptive.

- a. Direct Fired SIM may be used against a specific individual who is engaging in conduct that poses an immediate threat of loss of life or serious bodily injury to him or herself, officers, or the general public or who is engaging in substantial destruction of property which creates an immediate risk to the lives or safety of other persons.
  In such instances, Direct Fired SIM shall be used only when other means of arrest are unsafe and when the individual can be targeted without endangering other crowd members or bystanders."
  - **24.** Does BPD have a similar policy banning use of less-lethal or less-than lethal weapons against a crowd? In other words, do BPD policies require a "clear shot" at a specific individual for less-lethal or less-than-lethal munitions?
  - **25.** Does BPD employ non-lethal, less-lethal, or less-than-lethal munitions other than the foam rubber rounds described in the 1992 policy?

>> Baton use.

## The Oakland Crowd Control and Management Policy states:

"Officers shall not intentionally strike a person with any baton to the head, neck, throat, kidneys, spine, or groin or jab with force to the left armpit except when the person's conduct is creating an immediate threat of serious bodily injury or death to an officer or any other person. Batons shall not be used against a person who is handcuffed."

- 26. Does BPD have a similar policy restricting baton use?
- 27. Are over-the-head baton strikes permitted or banned to BPD officers?
- >> Establishing contact and communication with demonstration planners.

The Oakland Crowd Control and Management Policy states:

"OPD shall make every effort to follow the principle of establishing contact and communication with the event or demonstration planners.

Stakeholder involvement is critical to the overall success of managing crowd events and/or civil disobedience during demonstrations. If knowledge exists that a demonstration or crowd event may happen or will happen, OPD shall proactively and repeatedly make every reasonable attempt to establish and to maintain communication and cooperation with representatives or leaders of the demonstration or crowd event, without regard to whether a permit has been applied for or issued

When planning for and responding to demonstrations, crowd events, and civil disobedience situations, Incident Commanders assigned to these incidents shall facilitate the involvement of stakeholders. If and when communication is established, personnel shall make every effort to identify representatives or leaders of the event and identify a primary police liaison. The primary police liaison should be requested to be in continuous contact with an assigned police representative, preferably the Incident Commander or someone with continuous access to the Incident Commander.

A group's failure to respond to OPD attempts to establish communication and cooperation prior to a demonstration shall not mitigate OPD's efforts to establish liaison and positive communication with the group as early as possible at the scene of the demonstration or crowd event.

Spontaneous demonstrations or crowd events, which occur without prior planning and/or without prior notice to the police, present less opportunity for OPD planning and prevention efforts. Nonetheless, the same policies and regulations concerning crowd management, crowd control, crowd dispersal, and police responses to violence and disorder apply to a spontaneous demonstration or crowd event situation as to a planned demonstration or crowd event. Incident Commanders shall involve representatives of demonstrators or crowd events when planning and responding to both planned and spontaneous events."

**28.** What policies does the BPD have with respect to engaging demonstrators to maintain communication and cooperation?

>> Protect innocent persons from force and arrests.

The Oakland Crowd Control and Management Policy states:

"It is essential to recognize that all members of a crowd of demonstrators are not the same.

Even when some members of a crowd engage in violence or destruction of property, other members of the crowd are not participating in those acts. Once some members of a crowd become violent, the situation often turns chaotic, and many individuals in the crowd who do not want to participate in the violent or destructive acts may be blocked from leaving the scene because the crowd is so large or because they are afraid they will move into a position of heightened danger.

This understanding does not mean OPD cannot take enforcement action against the crowd as permitted under this policy, but OPD shall seek to minimize the risk that force and arrests may be directed at innocent persons."

**29.** Does the BPD have a policy to minimize the risk that force and arrests may be directed at innocent persons?

End.