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1 Introduction

1.1 GODIAC project

This interim field study report is part of the project “*Good practice for dialogue and communication as strategic principles for policing political manifestations in Europe*” (GODIAC)¹. The report is one of ten field study reports that will be produced by the GODIAC project. The field study reports are the basis for the final report on good practice a communication for from the project. This report is at this stage to be looked up on as a working document since information and analyses can be added to the individual reports as the project develops.

The project will run from 1 August 2010 to 31 July 2013 with the financial support from the Prevention of and Fight against Crime Programme of the European Commission-Directorate-General Home Affairs.

The purpose of the project is to identify and spread good practice for dialogue and communication as strategic principles in managing and preventing public disorder at political manifestations in order to uphold fundamental human rights and to increase public safety at these occasions and in general. The overall idea of the project is to integrate operative police work, research and training within the field and to build international and institutional networks.

The overall research questions are:

- How can communication and dialogue strategies contribute to prevent public order disturbances or help to de-escalate tense situations in demonstrations?
- What are the motives of, different tactics and strategies used by different kinds of protest groups?
- What police strategies and tactics can be seen as good examples?

The project co-ordinator is the National Police Board in Sweden. There are twenty partner organisations in eleven European countries actively participating in the project. These consist of twelve police organisations and eight research/ educational organisations.

In order to learn more about how the developments of dialogue and communication can be integrated into policing crowds the project work process includes:

- Using the peer review methodology for studying the policing of political manifestations in real time.

¹ This publication reflects the views only of the field study group, and the European Commission cannot be held responsible for any use which may be made of the information contained therein.

- Analysing the field study results and drawing conclusions on good police practice out of relevant crowd psychology theories and from the Human Rights perspective.
- Discussing and disseminating the field study results through seminars, on the project Internet platform, through articles and reports.

Ten field studies will be carried out in different partner countries during the first two years of the project. The chosen events will be political manifestations where there is a potential for conflict/confrontations. The events need to be decided at least six weeks in advance to allow enough time for preparation work. At the field studies commanders, dialogue police, researchers and trainers from different partner countries will observe political manifestations and demonstrations in real time. The observers are trained in the peer review method.

There will be two seminars related to the field studies when the field study group members will discuss the results of the field studies. A final conference will also be organised in Stockholm in the first half of 2013 when all the partners as well as other international experts will be invited.

Reports which can be used for planning and training will be produced: field study reports, a booklet of European examples of good practice for dialogue and communication, research reports and a paper on preview methodology. Through these activities a European dimension of policing crowds at political manifestation will begin to emerge.

1.2 Field study event

The field study was carried out on 30 January 2011 around the WKR ball in Hofburg of Vienna. Although protests had been announced there was no permit given for a demonstration and a rally against the event.

1.3 Field study group

The field study group at the WKR Ball consisted of ten persons, a mixture of researchers, police commanders, dialogue police and the project management.

The members were Dr. Martina Schreiber, (Field Study Coordinator), Police Academy of the Netherlands; Dragos Buzoianu, Specialist officer within Public Order Service, General inspectorate of the Romanian Gendarmerie, Romania; Annika Eriksson, Strategic Commander, Police authority of Stockholm, Sweden, Robert Göransson National Police Board, Sweden (Project Coordinator); Achim Grube, Head of Social Scientific Service, Central Police Authority of Lower Saxony, Germany, Marianne Hilton, National Police Board, Sweden (Project Manager); Jin Landälv, Dialogue Police officer, Police Authority of Skåne, Sweden, Ola Österling, Chief of dialogue unit, Police authority of Stockholm, Sweden, Friedrich Paulsen, Research assistant, German

Police University and Marc Pons Aguilar, Member of the Research and International Cooperation Area, Institute for Public Security of Catalonia, Spain.

Dr Helene Lööw from Uppsala University in Sweden followed the internet sites relating to the event.

The host organisation for this field study was the Austrian Ministry of the Interior and the Vienna Police. Senior police officer, national expert Christian Preischl from the Ministry and senior police officer, national expert Ernst Albrecht from the Vienna Police helped to set up the field study.

The team is grateful for the support on the field from Harald Stöckl, Hannes Kren, Sandra Goldberger and Peter Bamlitschka from the Minister of the Interior.

2 Objectives

The goal of the field study was to answer the following field study questions:

1. What is the legal, societal and organisational context of the event?
2. How do demonstrators, police and the general public interact and communicate before, during and after the event?
3. Are there specific demands or instructions on police behaviour related to communication?
4. How do demonstrators and the general public perceive the role and behaviour of the police in this event- and in relation to past experiences of similar events?

3 Methodology

3.1 Peer review method

The field study methodology follows the concept of a peer review (Adang & Brown, 2008). Peer reviews comprise of observations in real time and a focus on the handling of events. A main feature of this approach is to bring together public order scientists and police practitioners in the observation of an event for mutual learning. The 'peer aspect', refers to fact that it is carried out in the sense of a review by colleagues from other police organisations which are dealing with similar problems in their own work. A further important pillar is the voluntary character of a peer review as it will only take place if asked for by the police organisation (Adang & Brown, 2008; Schreiber & Adang, 2009).

In the GODIAC project, the field study group is composed of seven – nine members of the 'GODIAC field study group' and field study coordinator who is also a member of the 'GODIAC study group'. During the observations the group is subdivided into pairs, preferably one researcher working together with a police commander/ dialogue police. The field study is carried out, based on an evaluation plan which is developed in accordance with the overall goals of the GODIAC, the EU-handbook² and further issues which the hosting force sees to be relevant for evaluation. The observers are assigned to specific focus points.

Before the event

The field study group gather data from different sources, for example from police command orders and plans, internet pages, press releases, protest announcements or leaflets. Additionally, data from third parties reporting on the event is collected, such as newspaper and internet articles and TV coverage.

There are designated preparation tasks for the host, the field study coordinator, the project management and the field study members at this stage. The field study coordinator in co-operation with the project management and the host organisation is responsible for planning the field study, is leading the field study work and responsible for the field study report.

During the event

The field study group member's work in pairs, and conduct semi-structured observations, taking notes contemporaneously on the course of events. The observations are supplemented by photos. Semi-structured field interviews are also carried out with members of the different parties involved in the event.

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² Handbook for police and security authorities concerning cooperation at major events with an international dimension. Council of the European Union. 10589/1/07 REV1

After the event

The field study group members discuss and analyse their findings and a draft report is written.

More information is gathered. Within two months after the study the draft report gets finalised by the field study coordinator. Before then it is sent to all members of the fields study for feedback, and possible amendments. The draft report is also sent to the operational command to check for factual correctness. The report is then sent to the operational command again, to the field study members and put on the GODIAC Internet platform. There is also a meeting with the commanders, reference person and field study group members of the host organisation when the report findings are discussed.

Work process during the field study days

This process can be slightly different depending on if the event takes place over one day or several days. The field study activities for the WKR Ball are described below:

Day 1

The field study members arrived around lunch time. In the Ministry of the Interior they were met by the Head of EKC (operations and crises coordination centre at Ministry of Interior). They received an introduction into the current situation and information on the work of the centre. The observers were allocated into pairs and met with members of the Ministry of the Interior that would take a role as their scouts during the observation. They would assist the team members in unfamiliar locations. Together with the scouts the group walked part of the demonstration march and familiarised themselves with the surroundings, infrastructure and possible hot spots.

Day 2

In the morning the planning continued. The group received information about the historical background of corporations and the corporate ball and the context of the current event, in particular with regard to protest groups and the relations of the different protest groups.

Based on the current information the group developed a field study plan. This included the identification of possible focus points and hot spots and which persons to interview, including members of the hosting police organisation, representatives of protest groups and other parties that are relevant.

In the afternoon the group divided into pairs. The field study observations of the event started at 15:30 and ended at 22:00 hrs.

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Day 3

The pairs discussed and wrote down notes of their observations and summarised the interviews that they made on the previous day. Using this, the group then started to jointly reflect on their observations and discussed experiences according to a predetermined format. Of this discussion a draft report was written.

Day 4

Discussions and report writing continued.

Day 5

More interviews were arranged for and held in the morning. Then the group met for an internal evaluation and feed back of the field study process. The field study group departed in the afternoon.

3.2 Data collected

Observations

Observations were carried out on 28 January 2011 in the time from 15:30 to 22:00 hrs. Observations covered the Hofburg area, in particular the entrance gate for the ball guests, the outer surroundings of the Hofburg, Volkspark, Burgring, Babenberger Straße, Mariahilfer Straße, Dr. Renner Straße, Dr. L Lueger Straße, Schottentor, Sigmund-Freud-Park, the old hospital 'altes AKH', surroundings of the AHK and university campus. One pair observed the actions at the command centre of Vienna police.

Interviews

Interviews were carried out with

- 24 police officers,
- 10 demonstrators and
- 4 persons from the general public.

Appendix 1 contains a detailed list of the persons that were interviewed.

Briefings attended

Briefing of the WEGA, Vienna's riot police unit, on 28 January 2011 where information was given by the section area commander for the demonstration of Vienna police.

Four ongoing meetings on 28 January 2011 of section Liaison officers (staff orientation) [Verbindungsbeamte] at the command centre.

Documentation

Different documents and information sites from the police and the protest groups were consulted. Detailed lists of documents can be found in appendix 2.

4 Context of the event

The ball was organised by the Vienna Ring of Corporations, (WKR), the association of 'coloured'³ Viennese university corporations. WKR consist of a union of 19 different conservative – far right student unions. The WKR ball has been held since 18 January 1952 at Wiener Hofburg and is attended by approximately 2000 guests and participants from all over Europe. The organisers see the ball as the annual highlight of their activities.

Protests against the ball have taken place since 2008. In both 2008 and 2009 there were confrontations between the police and the left wing protesters in relation to the WKR ball. In 2010 an incident took place between protesters and the police. Police had **kettled** (explain! See peers comment) an unlawful demonstration. They were accused of holding people for 4,5 hours without providing or giving access to sanitary facilities, using pepper spray without provocation and using baton charges against persons showing solidarity with the enclosed. Further police was accused of invalidating democratic rights and supporting this event of "right extremists". **Do we know the outcome of this?**

4.1 Political, Societal, Cultural, and Legal aspects

Protests against the WKR ball are based on different aspects:

The Antinational Alliance (Antinationales Bündnis, see nowkr, 2011), which had initially organised the demonstration against the ball, argues that corporations display a link between open Neo National Socialism and the FPÖ (Freiheitliche Partei Österreich), a far right party.
Explain what nowkr is

The symbolic meaning of the location

Protests were also related to that leading figures from the Austrian and European right wings would meet in one of Austria's most representative buildings, the Hofburg.

Similarly, representatives of the association of Vienna's university students (ÖH) argued in an open letter to the President of Austria that at least one of the corporations is classified as extreme right by the archive of documentation of Austrian resistance movement (DÖW). The fact that the ball was held at the Hofburg, a location, which houses the Office of the President and which is deeply associated with the Republic of Austria was seen by the student organisation as a "scandal". They appealed to the President to take up position and to take steps against this (OEH, 2011). **Explain OEH**

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³ Coloured caps and ribbons, traditional symbols which are seldom seen today at universities, usually being worn only during ceremonial occasions.

Accusations of illegitimate use of force

The authors of nowkr (2011) stated that the protest in 2010 ended in a 'battle orgy' (explain!) by the police and they uttered accusations of political intention of this incident and of governmental repressions against leftist structures.

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Legal aspects

Permit unit for the registration of demonstrations is the 'Office for club, assemblies and media issues'⁴, BVVM. The BVVM is situated at the Federal Police Board in Vienna and is part of the police.

There is freedom of assembly in Austria. A demonstration or assembly in Vienna must be registered with the BVVM at the latest 24 hours before the actual event. Usually the registration is handed in as a written letter, containing the name and address of the applicant, the theme or subject of the event, the assembly point and/ or intended marching routes, time frame and material or vehicles that may be used. The BVVM takes note of the registrations, there is no formal consent needed. The BVVM cannot order restrictions on routes or on the items to be carried. Only in case of specific legally required conditions, can a demonstration be prohibited by the police authority. In case of disorder during the demonstration, the organiser will be held responsible for this.

For informal or spontaneous demonstrations the law of freedom of assembly applies. Police may define this as a small form of disorder but tolerate the activities in order to comply with the law of assembly but also to avoid frictions that may actually cause trouble. However, in cases of violence or damages against building or items, police will take forceful action to stop and dissolve an informal demonstration.

Registration process of demonstration and rallies related to the ball

With about two weeks notice, the „antinational“ demonstration against the WKR ball was registered with the BVVM on 11 January 2011. It was intended to take place on 28 January, subject of the demonstration was “Jedes Jahr die selbe Scheiße”, which roughly translates: “Same shit every year”. The demonstration was planned to assemble at Praterstern (a roundabout in North-Eastern direction of the city centre), then march along a 4 km route to Museums quartier, opposite of the Hofburg.⁵ Explain antinational-what groups?

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The organisers expected about 400 participants. The demonstration was also announced on the internet at on the website www.nowkr.at and was linked to different leftist and anti-fascist groups in Austria and Germany, for example at the website of antifascists in Frankfurt: www.antifa-frankfurt.org/.

The BVVM had security concerns about this event. They argued that parts of the expected crowd had announced violence against police and

⁴ Bundespolizeidirektion Wien, Büro für Vereins-, Versammlungs-, und Medienangelegenheiten.

⁵ The demonstration route can be found under this link: Demonstration route.

on the internet.⁶ Further, relating to incidents from previous events, the police did not expect that the organiser could control such groups. The BVVM therefore prohibited a marching demonstration and suggested a stationary event at the initial gathering point, Praterstern.

The applicant of the demonstration argued that Praterstern would be too far out to express protest against an event at Hofburg. The police then offered to hold a rally instead at Sigmund-Freud-Platz, which is approximated one km north of the Hofburg. This offer was not taken by the organisers and the registration for the initial demonstration was cancelled around midday on 28 January, the actual demonstration day. After the initial organisers' rejection of Sigmund-Freud-Platz, the Association of Austrian University students (ÖH) then registered a political rally at this location. The purpose of the students' rally was also the WKR ball; it was planned for the time from 18:00 to 22:00.

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In the evening of January 27, some incidents followed a commemoration of the International Holocaust Remembrance Day, during which items were thrown, Bengal lights lit and fire was set to some bins. Following this the ÖH applicants were invited for a talk with the BVVM at 28 January, 10:00 hrs. There they were told that "due to the demonstration yesterday and the problems, we also prohibit the demonstration by the student group because we also expect them to have been involved in the incidents around the Remembrance Day". Meanwhile announcements were made on the internet about the prohibition of the demonstration and an information gathering at the old AKH, the 'Old General Hospital', which is now part of the university campus. Further announcements were made about a bicycle demonstration that was to start from Urania (a public educational institute and observatory, close to Schwedenplatz) at 17:00 hrs.

The Human Rights Advisory Board

A team of the HRAB would observe the policing around the WKR ball on 28 January 2011. "The Human Rights Advisory Board (HRAB) was established in 1999 in response to repeated recommendations by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT). It consists of eleven members and the same number of deputy members, who are appointed by the Federal Minister of the Interior for an office period of three years. The mandate of the HRAB is the monitoring and observation of all activities of the security services, the authorities under the Minister of the Interior and all bodies with power of direct command and compulsion. The members of the HRAB are not subject to directions when implementing their tasks - they are fully independent and act on an honorary basis. (HRAB, 2011).

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⁶ After a parliamentary enquiry of the Green Party (Parlament 2011) the Home Secretary of Austria stated these sites could be found on www.radicalqueer.blogspot.eu/radicalqueer-aufdrucktext and www.youtube.com/watch?v=AYff9hnAPhY

4.2 Demonstrations and participants

Participants of the initially planned demonstration

Calls for the initially registered demonstration were made on the internet by the antinational alliance of Vienna (Antinationales Bündnis Wien, ANBW) and the autonom antifascists of Vienna (Autonome Antifa Wien). The radical queer feminists initially planned for an own block within the demonstration (Linksunten, 2011). <http://linksunten.indymedia.org/node/32431>

The rally on Sigmund-Freund Platz had been registered by the Association of Viennas high school students

4.3 Specific risks according to the police

Risks related to specific actions

Although the initial demonstration from Praterstern to Museumsquartier and a rally at Sigmund-Freud-Platz had been prohibited, police expected people to organise gatherings and protests against the WKR ball. This concerned in particular the risk of people trying to hinder access to the ball and criminal acts against ball guests, actions against the building or disturbance of the ball.

Initial assembly points of protesters were regarded as possible hot spots.

Criminal acts were expected against the homes of cooperation groups participating in the ball, as well as symbolic buildings.

Risks related to specific groups

Protestors were expected to act aggressively towards the police and very likely against ball guests. Members of the so called 'black block' and of right wing extremists could be a specific risk.

A bicycle demonstration of a group 'pirati cyclist antifaschisti' had announced a demonstration that had not been registered officially. This could become a threat to public order or to public traffic.

Explain who are they?

Other perceived risks were decentralised actions of small groups as a reaction to a massive police action against demonstrators or from perceived police support of the ball and in case of reckless behaviour of ball guests.

4.4 Police operation

Organisation of the operation

The leading organisation of the event was the police of Vienna, with the President of the police heading the operation.

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In trying to monitor and to follow the now unofficial gatherings, initial assembly points were therefore regarded as possible hot spots. Criminal acts were expected against the homes of cooperation groups participating in the ball, further, a number of addresses of symbolic buildings were put under special surveillance. ¶

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A bicycle demonstration of a group 'pirati cyclist antifaschisti' had announced a demonstration that had not been registered officially. In order to comply with the right of assembly, Vienna police decided to monitor this event and to take actions concerning possible traffic. If the demonstration would display a threat to public order or to public traffic, further actions towards dissolving the group would be considered by order of the gold commander. ¶

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The 'black block' ¶
Vienna police saw a specific risk in

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The operation was run from the operations centre at Vienna Police, operating on two levels: Firstly on the level of the Authority which is headed by the President of the Police and the Management Staff unit. Secondly there is the Operation Commander (Einsatzkommandant) and the Operation Staff. The staff is using the NATO model, which means different function depending on the situation. During the event the operation the commander would gather important information from the section commanders (silver commanders) and would present them to the gold commander for decision making or to find alternative solutions for police action. Dependent on the specific event, liaison officers from other authorities would be working within the Operational Staff, for example from traffic system, fire brigade, and rescue services like Red Cross. This measure was taken in order to have direct contact and to fasten and facilitate decision making.

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The management circuit

When a specific situation is given, of which police have a mandate for, at first there will be a conclusion and an assessment of the situation. Drawing on this, the implementation is planned and the order is given. Conclusions are then drawn from the new situation. If there are changes to be made, the circuit goes round again; the situation is assessed and so on.

For the policing of the WKR the following sections were applied:

I: Hofburg + including the no-protest zone that had been established around the Hofburg, II: Intelligence, III: Investigation/Arrest/crime scene, IV: Demonstration, V: Object protection, VI: Reserve/ Special units, VII: traffic, VIII, Arrest logistics, IX, logistics, X: Hazardous material. (See page 16.)

Martina- either explain more or delete the above section

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The role of the Ministry of the Interior (BMI)

In preparing for the event, decision on technical equipment or personnel support from other Austrian states are made by the Operations Affairs Department of the Ministry of the Interior (BMI). During the event the situation is monitored in real time by a special protocol electronic system (especially in the BMI's OCCC of the 'permanent service'. The OCCC is permanently staffed with 5 persons. From the OCCC it is possible to directly inform the Director General of Public Security, the Minister, or the Cabinet Chief.

Police deployment at the WKR 2011

For the policing of the WKR ball 1300 officers were deployed, most of them coming from the home force of Vienna plus supporting units from the states Burgenland, Styria and Lower Austria. Vienna police dispose of three different units for the policing of public order events:

- The 'Crowd control' unit.
- The 'Duty unit (Ordnungsdienst) which are deployed at major events better trained and more experienced.
- At the last stage of escalation the WEGA, Vienna's special riot unit is deployed, which is most experienced in crowd events.

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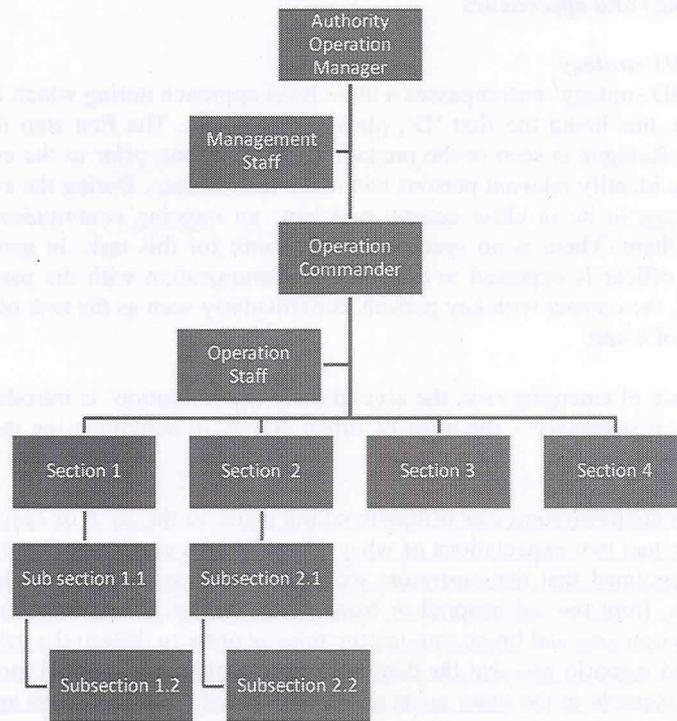


Figure 1: 'Special procedures in the field of law enforcement. Organisational chart of Vienna police for the policing of public order events.

Goals of the police operation

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According to the operational order, Vienna police set the following goals for this event:

- Preventing a demonstration marching toward inner city and Hofburg area.
- Ensuring safe access and departure of visitors of the ball on the routes that have been agreed with the organisers.
- Prevent fights/ disputes between fraternity members/ visitors of the ball and demonstrators.
- Prevent damage to property at the place of the event and at the protected objects as well as vehicles in the streets around.
- Possibly minimising disturbances of public and individual transport.

Strategy and approaches

The 3D-strategy

The 3D strategy⁷ encompasses a three-level approach during which Dialogue, this being the first 'D', plays a major role. The first step for a good dialogue is seen in the preparation of an event; prior to the event police identify relevant persons and make first contact. During the event it means to be in close contact and have an ongoing communication with them. There is no specific dialogue unit for this task. In general each officer is expected to engage in communication with the participants, the contact with key persons is particularly seen as the task of the head of a unit.

In case of emerging risk, the second level 'de-escalation' is introduced and – if necessary – the third D, direct action, to determine the measures, will be used.

As no demonstration was officially taking place on the 28 th of January, police had two expectations of what demonstrators would do: Firstly, it was assumed that demonstrators would assemble and come in a large march, from the old hospital or from the inner city, to try to reach the protection area and break through the lines in order to disturb the ball. A second scenario was that the demonstrators would work in small groups and assemble in the outer areas and try to spread the police units apart. In this case the police would use mobile units to react.

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⁷ In order to establish the same policing approach during the EURO 2008, the two hosting countries Austria and Switzerland agreed on the joint so called 3D-strategy. Since then this strategy is part of the policing of major events in Austria.

5 Overview of the course of event

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5.1 Course of events

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Martina, I moved what you had put here into section 6.2.
Here you need to do a summary of the events on ½ page - for ex from old text under chap 7 see below!

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In 2011 a moving demonstration had been registered that was initially prohibited. In the course of the negotiations, a non-moving rally was offered that was not accepted by the organising protesters. An application of a second organisation to hold a rally was then prohibited by the authorities with reference to violent acts committed by protesters at spontaneous demonstration on January 27, 2011.

¶ Since 15:00 hrs there was continuous enhancement of police presence and preparations to set up fences at the banning area and strategically important access points. ¶

For the 28 January no demonstrations or rallies were registered, however, it was expected that unlawful and spontaneous actions would be carried out. Additionally, the police assumed that activists would try to break through lines in order to disturb the ball.

¶ Around 16:20 approximately 120 persons held a demonstration relating to the situation in Egypt at Stephansplatz, in the city centre. The situation there was calm. ¶

Observations revealed that two spontaneous demonstrations were carried out: one at Mariahilferstraße and one at Westbahnhof. There was only little violence, no report was made of injured police officers while one shop window was smashed and ten garbage bins set on fire.

¶ At 17:00 the prohibited zone around the Hofburg was completely enforced. Further, police set up barricades at the streets leading to the ball. During the following hour police presence in the city centre and in particular within the area between university campuses, the old AKH and the Hofburg remarkably increased. At several spots police were deployed behind a line of fences. At some locations people were let through, at others IDs had to be shown in order to pass. The overall picture was that there was more police present than citizens. ¶ ... [2]

5.2 Interventions according to police records

Vienna police made 4 arrests and checked the identities of 272 persons.

5.3 Decisions of particular relevance

Not to allow a marching demonstration against the WKR ball.

Deleted: In contrast to the police' expectations there were little violence. No report was made of injured police officers, one shop window was smashed and ten bins damaged or set on fire. ¶

To prohibit a rally that was aimed to take place on Sigmund-Freud-Platz.

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6 Observations related to the field study questions

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6.1 How do demonstrators, police and the general public interact and communicate during the event?

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Martina- this is a suggestion, maybe you can do it better (I have integrated your section 5.1 from before plus Peer t:s amendments)

The field study observations were carried out between 15:00 and 22:00 hrs and focused on the area around the Hofburg, the University area, where protestors were supposed to meet.

From 15:00hrs there was continuous enhancement of police presence and preparations to set up fences at the banning area and strategically important access points. Opposite the Hofburg a police water canon was placed.

Around 16:20hrs approximately 120 persons held a demonstration relating to the situation in Egypt at Stephansplatz, in the city centre. The situation there was calm.

At 17:00hrs the prohibited zone around the Hofburg was completely enforced. Further, police set up barricades at the streets leading to the ball. During the following hour police presence in the city centre and in particular within the area between university campuses, the old AKH and the Hofburg increased. At several spots police were deployed behind a line of fences. At some locations people were let through, at others IDs had to be shown in order to pass. The overall picture was that there was more police present than citizens.

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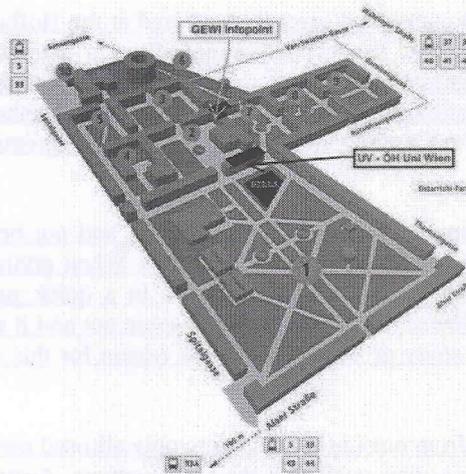


Figure 2: Map of campus at the old AKH. Source: Antinationales Bündnis Wien

From 17:00 hrs more and more people were observed to gather at the old AKH. Few groups of possible demonstrators (between 5 and 10 persons) walked in the city centre, apparently searching for the demonstration. There was little participation of 'normal' citizens. At most locations it was a very quiet. The police presence was very high with police barriers almost everywhere. Citizens seemed unconcerned about the big police presence, there where no traffic jams, everything seemed to be going on as normal.

Despite the prohibition, two bigger groups managed to gather:

Around 18:00hrs police reported around 150 demonstrators at Maria Hilferstrasse and the Museum of Fine Arts. At the same moment at Mariahilferstraße (shopping area) another group of about 100 to 200 persons assembled. Less police was present there. A shop window of H&M was smashed.

At 18:50hrs 150 people assembled at Gürtel, carrying red flags, some of the Communist Party, some of Che Guevara. The crowd blocked the traffic for 2 to 3 minutes and then dispersed, running off. It was not possible for police to get there. Later 200 to 250 people walked in Westbahnstraße. When they passed a police station a few acted against the station by throwing small objects like beer cans. No violence was shown against a police car following them, it was rather ignored. Then more units arrived, the crowd was stopped it was immediately very calm. About 150 persons were contained, their personal data was taken and then they were free to leave. The interactions were carried out in a calm and professional way. This incident resulted in one medium damaged

police car, some items thrown at a police station and some pyro-technics thrown at police.

At 19:00hrs the first ball guests and organisers arrived at the Hofburg. The field study group observed friendly interaction close to familiarity between police and ball guests at the entry gates to the Hofburg. Both parties were laughing, smiling and helpful while wishing each other a nice evening. The invited guests to the ball entered the premises without difficulties.

Individuals who wished to pass through Michaelerplatz and not being invited to the ball were interviewed by police officers. When giving a satisfactory explanation, they were allowed to pass in a quick pace. Some bikers were also allowed to pass through but some not and it was not possible for the field study group to establish a reason for this differentiation.

English speaking tourists from outside Austria were only allowed access if they were able to explain their goals and their destinations. Austrian residents from ethnic minorities were not asked about their destination before being denied access to the fenced area.

The field study group was not able to identify any background or order to explain the differentiation of individuals. In one occasion the group observed a young person, dressed in black clothes and carrying a backpack, being escorted into the fenced area.

At 20:50hrs the police water cannon was removed.

At 21:15hrs about 20 cyclists gathered close to the Opera building, opposite the city hall. About five police vans with flashlights on came in high speed to that area, broke the traffic and turned into the place where the bikes were. The groups of cyclists split up and rode away in northern and southern direction, respectively. It was not possible for police to reach them. The police cars stopped and officers stopped a group of 5 to 10 persons without bikes who were left standing there. They were interviewed for several minutes and their IDs were checked and were then free to leave. Along the road there were several cars with officers doing the same thing.

Interaction between protestors and police officers around the 'bike incident' was calm but not friendly. Persons that had been around but actually did not have a bike were stopped and interviewed by police officers. During these interviews, which were overheard by a field study sub-group, the members observed elements indicating some police officers had biased views on protestors and a lack of willingness to listen to demonstrators points of view. Interviewees also spoke about negative experiences with police officers from earlier same evening (see 6.3 below). Martina- this is a mixture of observations and conclusions!

Comment [pt1]: Based on what kind of observations – incidents? Is this a fact or somebody's personal interpretation?

6.2 Were there specific demands or instructions on police behaviour related to communication?

The operational order for the WKR ball did not mention communication with demonstrators or members of the public at all and there did not seem to have been any specific information on demonstrator groups being provided for police officers. This was in line with the observations as the team did not see any signs of dialogue officers or police officers assigned to communicate, to stay in contact with the organisers or to sort of be the link between organisers and the police. Police officers deployed confirmed that no orders were given to them concerning communication.

Besides this, it was explained to the GODIAC team, that Vienna police would apply the 3D strategy, for which Dialogue is the central concept. No particular unit was to be regarded as the 3rd D as dialogue was one instrument in all units approach.

Commanders in the field (silver and bronze) had actual responsibility for communication with the demonstrators. Ordinary police officer did not have specific responsibility, just like in 'normal' police duty. Further, there were lawyers of the police ready to speak with demonstrators. Please react to Peers three points of view

6.3 How did demonstrators and the general public perceive the role and behaviour of the police in this event- and in relation to past experiences of similar events?

People that were interviewed about the 'bike incident' were upset about experiences that they apparently had made with the police during the day: One of them could not understand the reason for that the police did not give permit for the demonstration. This was against the freedom of assembly in his view. Others stated the police was very unfriendly to talk to, that the police were forceful and did not listen to other points of view.

A woman complained that police had been in too close body contact. People said they were pushed away instead of being asked to move. They also described a situation when an elderly man tried to tell the police to leave the demonstrators alone, saying "they are only young people" and how one of the police officers went up close to the old man and stared aggressively at the man without saying anything.

In an interview with members of the HRB the field study group was told that they had observed the police intervention that was carried out at Westbahnstraße. They saw the policing as calmer and more appropriate compared to the intervention that had been carried out the previous year.

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¶ Positive and friendly interaction between police and ball guests was observed at the entry gates to the Hofburg. Ball guests passed the police gate without any problems. Police officers wished them a nice evening at the ball and sometimes touched them on the shoulders in a friendly way. There was laughing and smiling between the police officers and ball guests at a number of occasions. Members of the organisation committee of the WKR Ball were talking to one of the elder policemen in a familiar way for more than ten minutes. ¶

¶ The general public were handled differently. People that mer... [3]

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Comment [pt2]: Trivia – irrelevant?

Comment [pt3]: In what context – when? Needs further explanation – what was the assignment of the „lawyers“?

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From conversations with locals the field study group learned that there had been a fear of moderate citizens to join because possible violence of extremists.

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7 Conclusions and good examples

Martina- you need to work on this, the tone is very much finger pointing, rather than reflective

In this chapter observations and interviews are analysed out of the frame of reference of modern crowd psychology. The analysis will not cover all aspects of the police operation, as the main focus of this research is on communication and interaction.

Explanations for the escalation of crowd conflict have been formulated by the Elaborated Social Identity Model of crowd behaviour (ESIM). The model suggests that crowd events are characteristically encounters between groups during which crowd members act in accordance to their social identity. The style of interaction that takes place during an event can substantially alter these identities: According to the model, undifferentiated police intervention can instigate unification of crowd members against them, this also involving those with no prior confrontational intentions.

Four principles of public order policing are suggested to avoid such processes: education, facilitation, communication and differentiation (Reicher et al. 2004; 2007). Reicher and colleagues suggest that it is of great importance to *educate* oneself about the “values, standards aims and goals, their sense of what is right and proper, their stereotypes and expectations of other groups” (2004, p. 566). The basic question when deciding on how to treat crowd members should be “how can we *facilitate* them?”, whereby “an emphasis on facilitation needs to be paramount in all stages of the police operation” (p. 567). *Communication* involves all channels from media, internet, leaflets, loudspeaker system, to face-to-face communication and it becomes increasingly important in potentially conflictual situations, and those communicating should be accepted by at least by “significant sections within the crowd” (p. 567). *Differentiation* refers to the acknowledgment of variety in a crowd and it is seen as particularly important in conflict situations.

7.1 Conclusions

The four principles of public order policing as they have been formulated by Reicher and colleagues (2004; 2007) (above) serve as a benchmark in the project for the analysis of public order policing at protest events and will also guide the following analysis.

Education / Information

It is important that officers on the ground have good knowledge of the demonstrators, i.e. who they are, what are their aims, when and where they are they planning to gather. During the event officers on the ground did not seem to have good knowledge of the demonstrators, i.e. who they are, what would be their aims, when and where they were supposed to gather.

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Overall conclusion¶

From one point the police operation around the WKR ball 2011 has been successful and the operational order has been well put into practise. On the other hand this success came at a cost as a great number of police officers have been deployed to secure a not existing demonstration. From the Godiac observations there was a ration of at least 1:1. A similar number of officers could have been used to secure a demonstration held in close distance to the ball and accusations of prohibiting legal protest and a further escalation of relations could have been avoided. ¶

¶

Human Rights¶

The prohibition of all protests prevented people from expressing their objections against the WKR ball and thus limited their right of assembly and expressing protest. ¶

¶

The risk assessment also suggests that the right of assembly does not apply to certain political groups. According to the police of Vienna, this applies for a group of very hostile leftist protestors, referred to as the ‘black block’. It was outlined that a person qualifies as ‘black block’ just by appearance (for example wearing black bulky clothing) and thereby loses his or her right of assembly. Similarly, the right of free assembly does not apply to members of the far right scene, also to be identified by specific clothing. From a human rights perspective this procedure is highly debatable, as anti-constitutional organisations can be excluded from demonstrations, but it seems difficult to make that decision on peoples clothing. (explain?!)

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There was hardly any communication going on between the demonstrators and the police. Communication between police and ball guests was relaxed and friendly. ¶

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Were there specific demands on police communicative behaviour?¶
The operational order for the WKR ball does not mention communication with demonstrators or members of the public at all and there did not seem to have been any specific information on den[...]

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There also seemed to be a different understanding about what black block means. While some law enforcement agencies regard the black block as a protesters strategy, that may be used by both right or leftist groups and be either violent and aggressive or completely peaceful, other agencies automatically consider "the black block" being only very hostile leftist protestors, which can be identified by personal appearance, e.g. black buggy clothing, backpack etc.

We noted that there is no permanent crowd management unit in Vienna for the policing of crowd events, as police officers are taken from their normal duties for the particular event and as the commanders are changing. This may result in only limited experience among the officers deployed in 'normal' situations, which leaves the WEGA to be the most experienced unit to deal with crowds. While their experience is of great value to deal with conflict situations, a profound understanding between commanders and officers at early stages would be an asset because conflicts usually develops from calm situations. Experienced officers are always especially important in such situations to judge imminent frictions and recognise signs and dangers of a developing conflict.

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Communication

For good communication – also with unlawful protestors – knowledge is needed about whom to speak to and relevant subjects to communicate about. This knowledge is essential for every officer in the street in order to prepare themselves sufficiently. Every police officer must have the knowledge of aims, plans of assembly and knowledge of means to facilitate the legitimate rights of the protestors.

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The operational order for the WKR ball did not mention communication with demonstrators or members of the public and there did not seem to have been any specific information on demonstrator groups provided for police officers. This was in line with that little contact was observed between the police and the demonstrators.

While police deployment covered huge geographical areas of the city centre, the field study observers had the impression in several situations that the police were not aware of the location of the demonstrators.

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The field study group reflected on the importance of constantly performing dynamic risk assessment and communicate out the information in order to deploy the right amount of police officers at the right place at the right time. It is also important to exchange information between authorities/the police and protestors in order to obtain the necessary familiarity and acknowledgement of responsibilities of both parties. Even if one party decides to break up lines of communication it is essential that the other party continues trying to re-establish communication so that the "no surprise" element is implemented as much as possible.

Looking at the previous and the current anti-WKR protest, there have been repetitive confrontations between police and demonstrators. The police are accused of hindering and prohibiting political protest otherwise considered lawful by protesters. On the other hand, negative attitudes and views of demonstrators seem to prevail among at least part of the police force (clarify whose views this is). From this escalating situation the question of a potential need for reconciliation emerges. In order to avoid future confrontations based on history and myths, one way to rebuild relationships may be to gather all stakeholders, executive police officers and representatives or spokespersons of the demonstrating groups. Creating networks between demonstrators, spokesperson and the police may facilitate the planning of security at future major events and enhance transparency, dialogue and cooperation between the parties.

Facilitation

When authorities decide to avert a marching demonstration or all kinds of protesters assembling, the protesters may feel themselves incapacitated by the authorities keeping them away from object of protest.

When emphasis is put on facilitating only one of the striding parties, it looks like the authorities “take sides” in the conflict. This one-sided facilitation may be interpreted by many individuals, being protesters or not, as being a violation of human rights: the right of assembly, speech etc. on the account of a private, social/political event.

Visible and easily recognizable facilitation of only one party in a two-sided conflict, e.g. extensive mutual pre-event communication about security and access etc., round table talks relating to logistics and the facilitation of such providers etc., involves the risk of the authorities in general and, in this event, the law enforcement actors in particular, to be regarded as being biased and partial by both protesters and the society in general.

In Vienna the police both determine which demonstrations to allow and which not to and are simultaneously a main stakeholder in the entire setup. Such a double role may result in the police being targeted themselves: Protest in Vienna was not only carried out against the WKR ball itself but also against the police, accusing them of disregarding the right of assembly.

The observations during the event did not reveal much participation of ordinary citizens, although there had been some examples of solidarity with the protesters. From conversations with some locals the field study group also learned that there had been a fear of some moderate citizens to join because possible violence of extremists.

Differentiation

In barring all forms of citizens’ protest nobody was able to express opposing opinions against the WKR ball in the Hofburg, also not those

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who are not violent, and there is no differentiation between the different types of protesters. Peaceful protesters may feel themselves being stereotyped as “an enemy” to the authorities and the ball, which may lead to escalation of violent behaviour: “They treat and regard me as enemy so I may as well act as one”, which may eventually lead to attacks on police officers, being the ultimate representative of the authorities, as well as escalation of damage to (authoritarian) property. Martina, see Ottos remarks

Differentiation may also be seen inside the group of protesters themselves: E.g. the internet homepage www.nowkr.at was created in dark colours with a picture of a banner flashing very quickly and links to other organisations. This picture - combined with the parole of the demonstration: “Jedes Jahr die selbe Scheiße!!” altogether presented the organisers in a way, that may not have appealed to ordinary persons from the Austrian society, thus consequently marginalising the organisers.

In future major events dynamic risk assessments may provide a useful tool for the commanders to perform more differentiated deployments of officers. This could mean that the same total number of officers may both secure and govern a demonstration in close proximity of the ball and simultaneously provide safety and security for the ball and its guests.

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7.2 Good examples

Good system of liaison for crises management

During the event, there were ongoing briefings between sections liaison officers. The integration of reachable crisis system of fire department, rescue services, traffic allowed for quick decisions and short ways of communication. Using the NATO model as organisational model facilitates communication and cooperation with other police forces.

Permanent communication between Gold commander and silver commanders

The organisation follows principles like span of control. The team saw a continuous communication between the silver and the gold commander. There was a good atmosphere in staff room; friendly, calm and disciplined.

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Pro-active measures

Vienna police took pro-active measures to avoid unnecessary damages, for example by cleaning the streets from glass, rocks from building sites. Is this not normal?

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Deleted: Making use of traffic video system for crowd surveillance¶
During crowd events Vienna police and the Ministry of the Interior make use of a video camera system that is actually installed for the surveillance of traffic. ¶

Good communication between police and the ball guests

Security efforts and good pre-event dialogue between police and the ball committee helped processes to run smoothly at the day of the event.

Did we not find this exaggerated? Should it really be a good example then?

Little impact on third parties

Although the ball and the counter demonstration entailed a massive police presence, the operation had little impact on third parties. Ordinary citizens were barely affected. People were able to use public transport and able to participate in close by cultural events, as in the ice-skating event, 'Wiener Eistraum', which was held in close to the Hofburg.

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Appendices

Appendix 1 Interviews carried out during the field study

Interviews were held with:

- 10 Police officers on service
- Members of the staff
- 1 National contact person of home office
- Gold commander
- Head of EKC (operations and crises coordination centre at the Ministry of Interior)
- Deputy of Police President
- Head of WEGA
- Section area commander for the demonstration
- Police representative of the permit office
- Member of the Human Rights Board
- citizens of Vienna
- 10 'Protestors'

Appendix 2 Documents issued to the Godiac team by the Police of Vienna and the Ministry of the Interior

- Information leaflet on the Operations and Crisis Coordination Centre of the Federal Ministry of the Interior.
- Behördenauftrag vom 27.01.2011 (Betreff: Ball des Wiener Korporationsrings am 28.01.2011 in der Hofburg; Gegenproteste der linken und linksextremen Szene)
- Registration of the demonstration „Antinationale Demo zum WKR-Ball“ 11 January 2011
- Presentation „Directive Management System in special situations (RFbL)
- 5 risk assessments of office of the protection of the constitution and fight against terrorism, department of extremism (from 18 to 27 January 2011)
- Presentation of meeting” WKR Ball + Demo am 28.01.2011. 2. Besprechung am 27.01.2011, by LPK für Wien, OEA
- Operational Order of 27 January 2011;
- Operational Order of 28 January 2011

Other documents

- Leaflet of Antifaschistische Aktion “Antifaschismus ist international”
- Map of Vienna
- Leaflet about demonstration against the ball and alternative ball held at Club-U – Karlsplatz Passage

Websites consulted

<http://www.youtube.com/watch?v=YYgxHw2zRdM>

<http://www.antifa-frankfurt.org/>

<http://cba.fro.at/42370>

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<http://www.flickr.com/photos/daniel-weber/sets/72157625926587760/>

stating that the law of assembly would not apply for this group. Indication for dangerous attacks was seen in filled rucksacks and buggy jackets, which could mean that they were carrying items. Further hints would be dark clothing, dark clothes, and scarves. In these cases § 16/3 SPG would apply

This section needs to be checked for factual correctness and explained.

Right extremists

According to Vienna police, the same actions would apply for right wing extremists. Special attention should be paid to persons wearing specific brands. This section needs to be explained

Vienna police see

For the 28 of January no demonstrations or rallies were allowed to take place but it was expected that spontaneous actions would be carried out and police assumed that activists would try to break through lines in order to disturb the ball. Observations focused on the area around the Hofburg, the University area, where protestors were supposed to meet. The observations were carried out between 15:00 and 22:00 hrs.

Since 15:00 hrs there was continuous enhancement of police presence and preparations to set up fences at the banning area and strategically important access points.

Around 16:20 approximately 120 persons held a demonstration relating to the situation in Egypt at Stephansplatz, in the city centre. The situation there was calm.

At 17:00 the prohibited zone around the Hofburg was completely enforced. Further, police set up barricades at the streets leading to the ball. During the following hour police presence in the city centre and in particular within the area between university campuses, the old AKH and the Hofburg remarkably increased. At several spots police were deployed behind a line of fences. At some locations people were let through, at others IDs had to be shown in order to pass. The overall picture was that there was more police present than citizens.

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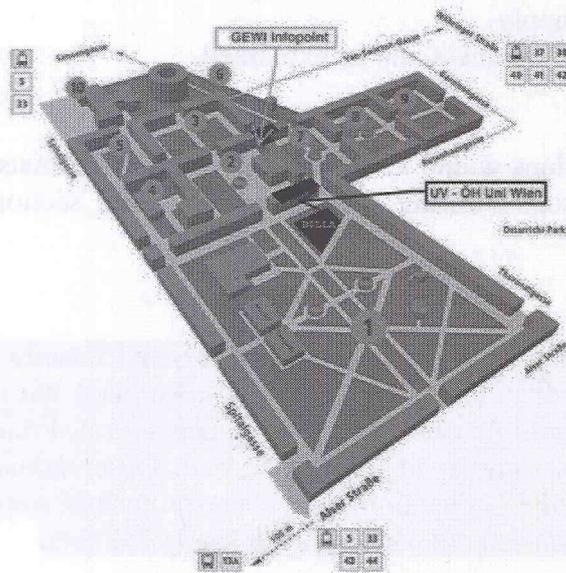


Figure 2: Map of campus at the old AKH. Source: Antinationales Bündnis Wien

From 17:00 hrs more and more people were observed to gather at the old AKH. Few groups of possible demonstrators (between 5 and 10 persons) walked in the city centre, apparently searching for the demonstration. There was little participation of 'normal' citizens. At most locations it was a very quiet. The police presence was very high, the team observed police barriers almost everywhere. Citizens seemed unconcerned about the big police presence, there where no traffic jams, everything seemed to be going on as normal. Despite the prohibition, two bigger groups managed to gather:

Around 18:00 police reported around 150 demonstrators at Maria Hilferstrasse and the Museum of Fine Arts. At the same moment at Mariahilferstraße (shopping area) another group of about 100 to 200 persons assembled. Less police was present there. A shop window of H&M was smashed.

At 18:50 hrs 150 people assembled at Gürtel, carrying red flags, some of the Communist Party, some of Che Guevara. The crowd blocked the traffic for 2 to 3 minutes and then dispersed, running off. It was not possible for police to get there. Later 200 to 250 people walked in Westbahnstraße. When they passed a police station a few acted against the station by throwing small objects like beer cans. No violence was shown against a police car following them, it was rather ignored. Then more units arrived, the crowd was stopped it was immediately very calm. About 150 persons were contained, their personal data was taken and then they were free to leave. The interactions were carried out in a calm and professional way. From this incident resulted: one medium damaged police car, some items thrown at a police station and some pyro techniques thrown at police.

At 19:00 the first ball guests and organisers arrive at the Hofburg, at 20:50 the water cannon was removed

At 21:15 about 20 cyclists gathered close to the Opera building, opposite the city hall. About 5 police vans with flashlights on came in high speed to that area broke the traffic and turned into the place where the bikes were. The groups of cyclists split up and rode away in northern and southern direction, respectively. It was not possible for police to reach them. The police cars stopped and officers stopped a group of 5 to 10 persons without bikes who were left standing there. They were interviewed for several minutes and their Ids were checked and were then free to leave. Along the road there were several cars with officers doing the same thing.

Observations revealed that two spontaneous demonstrations were indeed carried out. One at Mariahilferstraße and one at Westbahnhof.

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Interaction during the event concerned different groups. Interaction between protestors and police officers around the 'bike incident' was calm but not friendly: Persons that had been around but actually did not have a bike were stopped and interviewed by police officers. The team was told by the officers that the people wanted to make trouble because they could not do it inside the Hofburg, they would make it there. During the process of taking personal information the police officers demonstrated physical strength by touching them in a rough way and keeping close physical distance. The persons that were stopped spoke to the team about negative experiences with police officers that they had made earlier in the evening (see 6.3 below).

Positive and friendly interaction between police and ball guests was observed at the entry gates to the Hofburg. Ball guests passed the police gate without any problems. Police officers wished them a nice evening at the ball and sometimes touched them on the shoulders in a friendly way. There was laughing and smiling between the police officers and ball guests at a number of occasions. Members of the organisation committee of the WKR Ball were talking to one of the elder policemen in a familiar way for more than ten minutes.

The general public were handled differently. People that merely wanted to pass through Michaelerplatz but were no ball guests were interviewed by police officers. If they were able to explain where they wanted to go they were allowed to pass. Some bikers were allowed to pass through, some not. English speaking persons were only allowed access if they were able to explain their goals and their destinations. Austrian residents from ethnic minorities were not asked about their destination before being denied access to the fenced area. How do we know this ?/ needs to be explained.

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RPS

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It was explained to the team, that Vienna police would apply the 3D strategy, for which Dialogue is the central concept and that the commanders in the field (silver and bronze) had actual responsibility for communication with the demonstrators. The WEGA made clear that they did not want to be seen as the 3rd D but that dialogue was also one instrument of their approach.

Police officers deployed confirmed that no orders were given to them concerning communication. They would not have specific responsibility, other than in 'normal' police duty. During the event, officers in the field were mostly seen to speak to each other.

How did demonstrators, police and the general public interact and communicate?

There was hardly any communication going on between the demonstrators and the police. Communication between police and ball guests was relaxed and friendly.

Were there specific demands on police communicative behaviour?

The operational order for the WKR ball does not mention communication with demonstrators or members of the public at all and there did not seem to have been any specific information on demonstrator groups being provided for police officers. This was in line with the observations as the team did not see any signs of dialogue officers or police officers that had the job to communicate, to stay in contact with the organisers or to sort of be the link between organisers and the police.

R3 The views of the demonstrators and the public on police behaviour/ Views of police on demonstrators

Looking at the previous and the current anti-WKR protest, there have been repetitive confrontations between police and demonstrators. The police are accused of hindering and prohibiting political protest otherwise considered lawful by protesters. On the other hand, negative attitudes and views of demonstrators prevail among at least part of the police force. From this escalating situation emerges the question of a potential need for reconciliation. In order to avoid future confrontations based on history and myths, one way to rebuild relationships may be to gather all stakeholders, executive police officers and representatives or spokespersons of the demonstrating groups, to meet. To create network between demonstrators, spokesperson and the police may facilitate the planning of security at future major events and enhance transparency, dialogue and cooperation between the parties. *The principles of public order policing*