

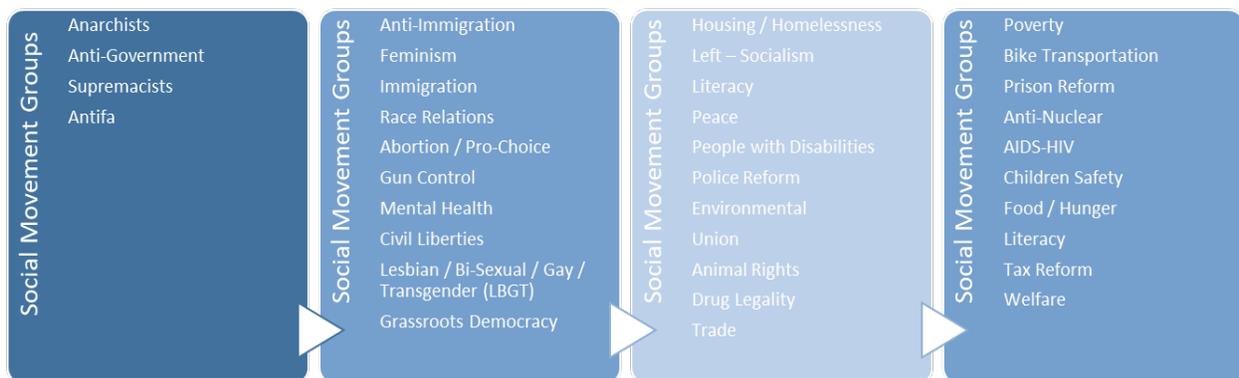


3.9 Risk Assessment: Civil Disturbance

Description

Civil disturbance, also referred to as “civil disorder” or civil unrest, is defined as any public disturbance involving acts of violence by assemblages of three or more persons, which causes an immediate danger of or results in damage or injury to the property or person of any other individual, as defined in 18 U.S. Code 232. In this context, civil unrest is distinct from peaceful public celebrations, lawful protests and acts of civil disobedience (such as peaceful but un-permitted protests, sit-ins and comparable protest actions).

Civil disturbance can include riots, demonstrations, threatening individuals or assemblies that have become disruptive and may cause harm to others. Civil disturbance is typically a symptom of, and a form of protest against, perceived major socio-political problems. Typically, the severity of the action coincides with the level of public outrage. In addition to a form of protest against perceived major socio-political problems, civil disturbances can also arise out of union protest, institutional population uprising, or from large celebrations that become disorderly. Civil unrest results in urban conflicts that arise from highly emotional, social, and economic issues. Tensions can build quickly in a community over a variety of issues, and spans a variety of actions including labor unrest, strikes, civil disobedience, demonstrations, riots, and rebellion. Civil disturbances may arise from acts of civil disobedience caused by political grievances and urban economic conflicts or a decrease in the supply of essential goods and services. Tension in these areas creates a potential for violence. When tensions are high, it takes a small or seemingly minor incident, rumor, or act of injustice to ignite groups within a crowd to riot and act violently. This is particularly true if community relations with authorities are part of the problem. Civil disturbance is often a form of protest, which could potentially arise from highly emotional, social, and economic issues which are outlined below:



While the state does not track or monitor 1<sup>st</sup> Amendment protected activities or groups engaged in them, there is the responsibility to maintain public safety and operations of government services.

### Gatherings and Protests

Gatherings in protest are recognized rights of any person in the U.S., and most protestors are law-abiding citizens who intend that their protests be nonviolent. Some protest planners depending on severity insist that the event involve some sort of violence, often to drive home an issue. Violence is often the result of demonstrators conducting unlawful or criminal acts. The depth of violence is determined by the willingness of the demonstrators to display and voice their opinions in support of their cause.

**Figure 3.9.A. Demonstration in Boise**



Source: Russell 2012

Civil disturbances can take the form of small gatherings or large groups blocking or impeding access to a building, or disrupting normal activities by generating noise and intimidating people. Demonstrations can range from a peaceful sit-in to a full-scale riot, in which a mob burns or otherwise destroys property and terrorizes individuals. Even in its more passive forms, a group that blocks roadways, sidewalks, or buildings interferes with public order. Often protests intended to be a peaceful demonstration

to the public and the government can escalate into general chaos. The circumstances surrounding civil disturbance may be spontaneous or may result from escalating tensions within a community or the larger society. This was the case with the Occupy Wall Street movement that began in September 2011 in New York City and spread to over 100 cities in the United States, including Boise, ID. The Occupy Wall Street is just one example of a demonstration that grew into a national response. Boise experienced a group that launched from the movement, spurred by the September 17 Occupy Wall Street protest. Local officials expended time and resources planning for contingencies and dealing with permit issues. The US Army Civil Disturbance Field Manual (FM 3-19.15, 2015) states, “gatherings that turn into civil disturbances are often either organized or assisted by the activities of individuals or groups with a specific agenda, such as yelling catchy slogans anyone can easily pick up and join in on. These types of gatherings can be either impromptu or organized.

- **Impromptu gatherings** usually develop informally and are mostly done by word of mouth and social media.
- Participants spread intelligence by telling one another when, where, and what is happening and inviting them to participate.
- **Organized gatherings** rely more on centralized planning and organization. One or more of the groups offer organizers lists of individual names and groups, which they contact as potential participants. Modern technologies such as the use of social media increasingly facilitate this much more quickly than in the past.

Both gatherings rely on intelligence and pass along information. Rarely is one represented group responsible for pulling together a gathering. Organized gatherings rely heavily on established groups

that attract people to gather. Recent examples of these well organized groups are anarchists, anti-globalization groups, and anti-free-enterprise groups. Groups representing extreme religious faiths and ethnic organizations have been common too.” (FM 3-19.15, 2015)

“Being part of a crowd of people has certain effects on different people, and individuals are susceptible to behaving in a way that is contrary to their normal behavior, causing law abiding citizens to act in ways they might not normally act.

- Crowds provide individuals with a sense of anonymity, they are viewed as just another face in the crowd. This gives a sense of invulnerability.
- Crowd behaviors are impersonal by nature. The “them-against-us” attitude affords those within the crowd the ability to freely be verbally abusive, throw objects, or attack anyone who gets in the way.
- Crowds provide individuals with the idea that their moral responsibilities have shifted from themselves as a person to the crowd as a whole. Large numbers of people discourage individual behavior, and the urge to imitate others within the crowd is strong.
- Crowd behavior influences the actions of both the disorderly individuals of the crowd and the authorities tasked to control them.

Individuals within a crowd are at times driven by deep felt emotions. Emotional contagion is the most dramatic psychological factor of crowd dynamics. It provides the crowd with a temporary bond of psychological unity. Lasting long enough, this unity can push a simple organized crowd into a mob. Normal law and authority are rejected en masse under these conditions, increasing the potential for violence and panic to erupt. Panic can erupt quickly, especially when crowds turn into mobs. Individuals within the mob can easily sense that their safety and wellbeing are at risk, putting them in a “fight or flight” mentality. Adding to the panic and confusion is the use of riot control agents by authorities in an attempt to gain control. Individuals in a mob, during the heat of confrontation, may attempt to leave and find that there are no escape routes and that roads are blocked. This can often lead to violent, physical attacks.” (FM 3-19.15, 2015).

Crowds can exhibit both nonviolent and violent behavior. Most gatherings of individuals and small groups into a crowd does not involve violent behavior. A public disorder or disturbance usually involves some harmless name calling, demonstrations to express views, corporate yelling and chanting, even singing and dancing.

**Nonviolent actions** of a crowd can be disruptive because they impede the legitimate functions of a particular space.



Source: Russell 2018



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They can also become disruptive through direct conflict with what authorities want them to do, such as refusing to leave when directed, locking arms, and sitting in front of or around areas and buildings that the authorities are attempting to clear. An example of this is on February 19, 2018, where protesters marched to the Capital bearing 183 child-sized, symbolic coffins, which they stacked on the Statehouse steps. They called for Idaho lawmakers to repeal the state’s faith-healing exemption, under which parents are immune from criminal or civil liability if they deny their children medical care and the kids die (Russell, 2018). This impeded normal activities as well as both foot and ehicle traffic around the capital.

A crowd that becomes a mob can be very violent and destructive. **Violent actions** of a crowd include striking out physically at bystanders or others in the crowd, destroying both private and government property, setting fires, and in extreme cases employing bombs. The only limitations for violent crowds are their own imaginations, the training of their leaders, and the materials readily available.

The knowledge of existing groups that have political, economic, social, or emotional agendas can also help determine possible civil disturbance incidents, especially if one of these groups is present at an organized gathering. In Idaho, the violent civil disturbance issues have not generally come from specific hate groups.

### Terrorism

Terrorism is defined in two separate categories by the Federal Bureau of Investigation (FBI). (FBI, 2018)

- **International terrorism:** Perpetrated by individuals and/or groups inspired by or associated with designated foreign terrorist organizations or nations (state-sponsored). For example, the December 2, 2015 shooting in San Bernardino, CA, that killed 14 people and wounded 22 which involved a married couple who radicalized for some time prior to the attack and were inspired by multiple extremist ideologies and foreign terrorist organizations.
- **Domestic terrorism:** Perpetrated by individuals and/or groups inspired by or associated with primarily U.S.-based movements that espouse extremist ideologies of a political, religious, social, racial, or environmental nature. For example, the June 8, 2014 Las Vegas shooting, during which two police officers inside a restaurant were killed in an ambush-style attack, which was committed by a married couple who held anti-government views and who intended to use the shooting to start a revolution. (FBI, 2018).

The FBI has determined that three factors have contributed to the evolution of the terrorism threat landscape:

- **The Internet:** International and domestic actors have developed an extensive presence on the Internet through messaging platforms and online images, videos, and publications, which facilitate the groups’ ability to radicalize and recruit individuals receptive to extremist messaging. Such message is constantly available to people participating in social networks



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dedicated to various causes, particular younger people comfortable with communicating in the social media environment.

- **Use of Social Media:** In addition to using the Internet, social media has allowed both international and domestic terrorists to gain unprecedented, virtual access to people living in the U.S. in an effort to enable homeland attacks. ISIS, in particular, encourages sympathizers to carry out simple attacks where they are located against targets—in particular, soft targets—or to travel to ISIS-held territory in Iraq and Syria and join its ranks as foreign fighters. This message has resonated with supporters in the U.S. and abroad, and several recent attackers have claimed to be acting on ISIS' behalf.
- **Homegrown Violent Extremists (HVEs):** The FBI, however, can't focus solely on the terrorist threat emanating from overseas and also must identify those sympathizers who have radicalized and become HVEs within the U.S. and aspire to attack from within. HVEs are defined by the Bureau as global-jihad-inspired individuals who are based in the U.S., have been radicalized primarily in the U.S., and are not directly collaborating with a foreign terrorist organization. Currently, the FBI is investigating suspected HVEs in every state. (FBI, 2018)

An example of terrorism in Idaho is in 2013, Fazliddin Kurbanov was arrested in Boise as part of a federal terrorism investigation. Kurbanov, an Uzbekistan national legally present in the United States, was living in Boise at the time of his arrest. A federal grand jury in Boise returned a three-count indictment charging Kurbanov with one count of conspiracy to provide material support to a designated foreign terrorist organization, one count of conspiracy to provide material support to terrorists, and one count of possessing an unregistered destructive device. The indictment alleges in count one that between August 2012 and May 2013, Kurbanov knowingly conspired with unnamed co-conspirators to provide material support and resources to the Islamic Movement of Uzbekistan, a designated foreign terrorist organization. The indictment alleges that the material support and resources included himself, computer software and money. In count two, the indictment further alleges that the defendant conspired to provide material support and resources, including himself, to terrorists knowing that the material support was to be used in preparation for and in carrying out an offense involving the use of a weapon of mass destruction. The indictment also alleges in count three that on or about November 15, 2012, Kurbanov possessed a destructive device consisting of a combination of parts intended for use in converting any device into a destructive device and from which a destructive device could be readily assembled. According to the indictment, the parts were a hollow hand grenade, hobby fuse, aluminum powder, potassium nitrate, and sulfur. (FBI, 2013).

### Location, Extent, and Magnitude

Information is key for civil disturbances. There must be knowledge of who the demonstrators are, when, where, and why they are demonstrating, what their capabilities are, and what their possible course of action is. Because of their often spontaneous nature, it is difficult to identify specifics.



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Government facilities, landmarks, prisons, and universities are common sites where crowds and mobs may gather. The State of Idaho has correctional facilities, treatment units, and youth development centers, as well as local and private facilities throughout the State that may be targets for civil unrest. Civil disorder can erupt anywhere, but the most likely locations are those areas with large population groupings or gatherings. Civil disorder can also occur in proximity to locations where a “trigger event” occurred, as was the case in 2014 Ferguson, MO unrest.

The magnitude or severity of a civil disturbance situation coincides with the level of public outrage. They can take the form of small gatherings or large groups blocking access to buildings, or disrupting normal activities. Civil disturbance situations can also be peaceful sit-ins or a full scale riot.

### Severity

Civil disturbance severity depends on the nature of the disturbance. The high profile World Trade Organization (WTO) 2000 conference in Seattle resulted in mass arrests, civilian curfews, and over 20 million dollars in property damage. Compare this episode to the Rodney King beating which unleashed 7 days of violence, \$1 billion in property damage, and left 50 people dead. It is not possible to predict the potential severity of civil disturbance; however, it is necessary to think about the potential of such a disturbance. Incidents like these may be less likely to occur in a smaller city, due to the noncontiguous nature of suburban development patterns.

Mob violence is segregated into three separate forms, including riots, lynchings, and vigilante groups. Mobs are typically associated with disorder and lack of respect for the law. Uncontrolled, unorganized, angry, and emotional, these common masses, otherwise known as mobs, share a common purpose. (Alvarez, 2008).

There is a low, medium, and high range that can be associated with the severity of the hazard of civil disturbance. Such disturbances may be derived from a political rally or university football game celebration getting out of control or demonstrations by environmental logging protestors. Police dispatched to control traffic corridors or intrusion on private property is considered a low severity civil disturbance. Disruption of businesses and potentially, property damage, are assessed as a moderate civil disturbance. In these cases, police intervention would be required to restore order without employing chemical agents or physical force. A severe civil disturbance would involve rioting, arson, looting, and assault, where police action (tear gas, curfews, and mass arrests) may be required.

In general, a high hazard severity rating would be assigned to an event where emotionally charged and highly contentious business or police action engendered the outrage of a certain segment of the population. While the hazard severity would be high, there would be a moderate vulnerability in such an event and low probability, and as such, a low risk rating is assigned to a high severity civil disturbance.

A moderate hazard severity rating would be assigned to a localized event that resulted in damage to property, police action, or some physical harm to the people involved, either protesters or police. In that



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the vulnerability to such an event is moderate, the severity is moderate, and the probability is moderate, a moderate risk rating is assigned to the potential moderate civil disturbance event.

A low hazard rating would be assigned to a localized event that resulted in minimal to no property damage, no police action (though potential police presence), and no physical harm to the participants, bystanders, or police. As such, while there may be a high probability rating for such forms of low severity civil disturbance, and while the vulnerability rating may be moderate, a low severity hazard would be given a low hazard rating.

### Warning Time

Civil disturbances often occur with little to no warning; however, certain events may trigger riots. As demonstrated in the Past Occurrences and Losses section and discussions regarding severity, riots can occur as a result of controversial court rulings, unfair working conditions, or general unrest. Riots can also be triggered as a result of favorable or unfavorable sports outcomes. Thus, generally there will be a certain degree of warning time that a riot may occur; however, achieving certainty that an incident is imminent is not possible. Intelligence sharing with regards to crowd size and behavior, as well as known group presence, can assist authorities in determining the possibility of an organized nonviolent demonstration turning violent.

### Relationships to Other Hazards

#### Secondary Impacts

Civil disturbances generally do not influence or impact the initiation of natural hazards. It is plausible though, humans could be the cause for either a wildfire event or a dam/levee/canal failure. Such an incident would most likely be classified as an arsonist or terrorist event. Additionally, human actions in the midst of a natural disaster can cause a civil disturbance. During a wildfire or flood event, some homeowners may choose not to evacuate, causing first responders more danger when responding to the disaster. An example of this is homeowners not evacuating during a fire, and then fleeing to firefighters engaged in firefighting tasks for assistance when the fire gets close, causing the firefighting efforts to be abandoned.

Figure 3.9.C. Protestors in Boise on August 22, 2017



Source: Kruesi 2017

Events not local to Idaho may have an impact on mitigation planning activities. Idaho Governor, Butch Otter, has directed school safety assessments be conducted as a result of school shooting in other parts of the country. Many resources have been devoted to protecting citizens since the attacks of September 11, 2001. Just the nature of a planned or spontaneous civil disturbance will ensure collateral



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damage to property and/or environmental assets. However, civil disturbances can result in other secondary hazards. Depending on the size and scope of the incident, civil unrest may lead to widespread urban fire, utility failure, transportation interruption, and environmental hazards. The most significant impact of civil unrest is the secondary hazard of interruption of continuity of government, which can also lead to several of the aforementioned secondary hazards. The extent of secondary hazards will vary significantly based on the extent and nature of the civil unrest. Civil disturbances may also lead to environmental impacts.

### Past Occurrence

There have been several episodes of civil disturbance in Idaho. Chinese immigrant mining disturbances date back to 1885, and miner strikes and confrontations are recorded in the 1890's. During the years of 1890-1899, Idaho Governors requested federal assistance on two separate occasions in efforts to suppress insurrection (Coeur d'Alene Miners' Dispute, 1892-1899). Minor incidents resulted from disorderly conduct at races or firework celebrations which required law enforcement intervention and jurisdictions changed policies to prevent future disturbances. Other diverse incidents include protests for moving nuclear waste through Idaho and individual hydrogen-sulfide suicides. Kootenai County spent time and resources preparing for and maintaining law and order during the Aryan Nation parades in the 1980's and again in 2000. Even non-violent gatherings can have similar consequences as a violent civil disturbance. The 2001 Rainbow Family gathering in Idaho's remote Sawtooth Mountains led to a state declaration.

Many sources provided information regarding previous occurrences and losses associated with civil disturbances throughout the State of Idaho. For the 2018 Plan update, civil disturbance events were summarized between January 1, 2012 and October 1, 2017. 3.9.D includes events discussed in the 2013 Plan through October 1, 2017. With documentation being so extensive, loss and impact information for many events could vary depending on the source. Therefore, Table may not include all events that have occurred in the state and the accuracy of monetary figures discussed is based only on the available information identified during research for this HMP update.

**Table 3.9.D. Civil Disturbance Events in Idaho, 1885 – 2017**

Date(s) of Event	Event Type	Counties Affected	Description
1885	Civil Disturbance	Statewide	Chinese immigrant mining disturbances
1892-1899	Coeur d'Alene Miners' Dispute	Kootenai	Miner strikes and confrontations
June 2001	Rainbow Family Gathering	Boise, Valley	The 2001 Rainbow Family gathering in Idaho's remote Sawtooth Mountains led to a state declaration.
2011	Occupy Boise	Ada	In 2011, Boise experienced Occupy Boise, an episode of civil disturbance that launched from the Occupy Together movement that started in the September 17, 2011 with the Occupy Wall Street protest in New York City. Local officials expended time and resources planning for contingencies and dealing with permit issues. The protest against corporate entities for political reasons remained peaceful. This group exercised their first amendment rights.



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Date(s) of Event	Event Type	Counties Affected	Description
February 3, 2014	Protest	Ada	Forty-four gay-rights activists were arrested at the Boise for a silent protest to draw attention to anti-discrimination legislation. The protestors blocked all entrances to the Senate chambers for more than two hours. Police stated they took 43 people into custody after they demonstrators stood shoulder-to-shoulder and prevented lawmakers from getting past.
March 4, 2014	Protest	Ada	Twenty-three gay rights activists were arrested after they block the entrance to Governor Otter’s office inside the Idaho Statehouse. Four were charged with trespassing, 18 with unlawful assembly and one with resisting arrest.

Sources: Idaho State HMP 2013; FEMA 2017; Idaho Transportation Department 2017; Boise Public Radio 2014, 2016 and 2017  
 FEMA Federal Emergency Management Agency  
 HMP Hazard Mitigation Plan  
 ID Idaho  
 US United States

### FEMA Disaster Declarations

Between 1954 and 2017, FEMA has not included Idaho in any civil disturbance-related disasters (DR) or emergencies (EM) declarations (FEMA 2017).

Based on all sources researched, known civil disturbance events that have affected Idaho and were declared a state or FEMA disaster, are identified in Table 3.9.E. This table provides information on the disaster declarations for civil disturbances, including date of event, state disaster declaration, federal disaster declaration and disaster number, and counties affected.

**Table 3.9.E. Civil Disturbance-Related State and Federal Declarations (1954 to 2017)**

Year	Date	State	Federal	Counties Affected
2001	June 2001	X		Boise, Valley

Source: FEMA 2017; Idaho State HMP 2013



Source: Link from the Rainbow Family website [www.welcomehome.org](http://www.welcomehome.org), 2001



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In most civil disturbances, local law enforcement resources, augmented where necessary by the Idaho State Police, are sufficient to manage and end the incident. If, however, local resources are not adequate, the Idaho National Guard can be activated to provide for the immediate preservation of public peace and safety. A Governor's declaration of emergency is necessary to activate the Idaho National Guard, and follows much of the same process as a disaster declaration.

### **Future Occurrence**

It can be assumed that civil disturbances will continue to occur in the future, but these events are difficult to predict. Some forms of civil disturbance are potentially anticipated. In the case of the race riots that erupted after legal verdicts, the ensuing civil disturbances could have been predicted. The WTO organizers have been criticized for not having anticipated the extent and nature of the protests. It is fair to say that in many instances, there is some amount of reasonable warning possible to help prepare for civil disturbances.

### **Environmental Impacts**

There may be risks posed to the natural environment because of a civil disturbance event. Any damages, such as the destruction of vegetation or the contamination of waterways, would likely be incidental to the physical intrusion of protestors. The natural environment would be assigned a low impact and vulnerability rating.

### **Climate Change Impacts**

Because civil unrest is a short-term, human-caused hazard, no climate change impacts are associated with the hazard. However, adverse effects on the human populace due to climate change could create a possibility for civil disturbance instances. An example would be critical resource shortages (such as water) during a drought, or prolonged power and service issues resulting from floods or severe storms causing the populace to become angry with government.

### **Development Trend Impacts**

An understanding of population and development trends can assist in planning for future development and ensuring that appropriate mitigation, planning, and preparedness measures are in place. The State considered the following factors to examine previous and potential conditions that may affect hazard vulnerability: potential or projected development; projected changes in population; and other identified conditions as relevant and appropriate. The U.S. EPA's Integrated Climate and Land-Use Scenarios (ICLUS) project generated projected population and land use projections for the United States through 2100. The project examined multiple scenarios taking into account various population growth and economic development parameters that have been used as the baseline for the Intergovernmental Panel on Climate Change's (IPCC) Special Report on emissions Scenarios (SRES). Population change took into account assumptions regarding fertility, mortality, and immigration, which was then used to drive the land use projections. Map 2.F. in Chapter 2 (State Profile) displays the projected population growth by 2026. Civil disturbances, like have been seen in recent years, typically occur in populous, major cities.



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Civil disturbances can occur anywhere in the urban, rural, or natural environment. Normally, development of new or expansion of existing areas will not directly impact this human-caused hazard.

### **Vulnerability Assessment**

Overall, the entire State is vulnerable to the civil disturbance hazard. However, government facilities, landmarks, prisons, and universities are common sites where crowds and mobs may gather. Facilities, such as homes, businesses, and other essential infrastructure, such as dams, utilities sites, and other public common areas are vulnerable to civil disturbance. Civil violence, by its very nature, is most often directed at objects that reflect civil values - property, industry, and services. During the WTO protests, it was the recognized brand name stores, such as the GAP and Starbucks, which were first to be singled out as token representatives of the global commercialization that the WTO protesters were opposing. As such, the manmade environment would receive a high impact and vulnerability rating.

Additionally, the magnitude or severity of a civil disturbance situation coincides with the level of public outrage, and though difficult to predict, events like controversial court rulings and favorable or unfavorable sports outcomes, can be used to estimate the potential for an event. The systems most likely impacted by civil disturbance include community systems, such as the police, fire departments, and emergency medical teams. Straining such limited services, particularly in rural counties, could be disastrous. Transportation systems could also be impacted if transit routes are blocked, such as major corridors through Idaho including Interstate 84 or Highway 55, or if the civil disturbance has rendered part of the city unsafe, like the capitol building in Boise. At this time, no detailed State vulnerability assessment is available for civil disturbances. Given its role as the State's capital and the high concentration of state buildings, the City of Boise in Ada County is considered more vulnerable to this hazard compared to other areas of the State.

### **Critical Infrastructure and State Facility Impacts**

Civil disturbances can occur anywhere, potentially impacting any structure or infrastructure across the State. State facilities are often targets of civil disturbances, especially if the disturbance is political in nature, and thus are vulnerable to the effects of these incidents. Activists may block the entrances to state buildings (e.g., activists blocked the entrance to the Idaho Statehouse in February and March 2014) and prevent State employees from accessing their place of employment. Therefore, State buildings in Boise are particularly vulnerable given the concentration of state buildings (total of 589) and its role as the State's capital.

The systems most likely impacted by civil disturbance include community systems, such as the police, fire departments, and emergency medical teams. Straining such limited services, particularly in rural counties, could be costly. Transportation systems may also be impacted if transit routes are blocked, such as major corridors through Idaho including Interstate 84 or Highway 55, or if the civil disturbance has rendered part of the city unsafe, like the capitol building in Boise. It is difficult to quantify the potential losses to State facilities because of the unpredictability of civil disturbances and their duration. The total replacement cost value for the State facilities provides a total risk exposure.



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### Loss Estimations and Vulnerability

Civil disorder incidents can lead to injury and/or death for all involved persons, innocent bystanders and responders. This can occur regardless of intent, for example, if a fur farm is lit on fire to destroy property yet there is no intention of killing people; however, some tactics such as arson carry an inherent risk of death or serious injury.

The number of people exposed to a civil disturbance depends on the size of the disturbance and the population density of the disturbance location. Increases in visiting populations or hosting of major political, economic, or social events may increase the likelihood and severity of a civil unrest incident.

Facilities, such as homes, businesses, and other essential infrastructure, such as dams, utilities sites, and other public common areas are vulnerable to civil disturbance because civil violence, by its very nature, is most often directed at objects that reflect civil values - property, industry, and services. During the World Trade Organization (WTO) protests, it was the recognized brand name stores, such as The GAP and Starbucks, which were first to be singled out as token representatives of capitalism and globalization that the WTO protesters were opposing. The State of Idaho is home to many high-profile international corporations, which could be potentially targeted. Depending on the scale of the incident, damages may range from broken windows to destruction of major pieces of infrastructure.

Society, as a whole, pays for the costs of violence - if not directly as a victim, but then indirectly through the justice process toward the perpetrator(s). It is estimated that personal crimes average \$105 billion annually through medical costs, lost earnings, and program costs related to victim assistance, as well as travel and related expenses for victim's participation through the court system.<sup>5</sup> Other public gatherings, not classified as civil disturbances or mass mobs, such as Special Olympics held in Idaho, both feed into the economy and strain public resources as well. Although local storeowners benefited from the Rainbow Family, local and state jurisdictions resources and finances were strained. Separate from United States Forest Service expenditures, the overall estimated cost to the Idaho State Disaster Fund was in excess of \$200,000, including over \$90,000 in reimbursements to Valley and Boise counties. At this time, no detailed State loss estimation is available as it relates to civil disturbances.

### Consequence Analysis Evaluation

On June 8, 2017, a Consequence Analysis Evaluation was conducted for hazard scenarios, aligning with hazards profiled in the State Hazard Mitigation Plan. The assessment was conducted by a diverse planning team comprised of subject matter experts from across the State. This effort mirrored a similar exercise that occurred during both the 2010 and 2013 State Hazard Mitigation Plan updates.

The exercise is intended to provide another way to assess the State's vulnerability to its hazards and was conducted as a group exercise. Participants were asked to individually rank the following systems on a scale from 0 (no consequences) to 5 (most severe consequences), separately evaluating both the short-term (0-6 month) and long-term (6+ months) consequences of the scenario.

Systems Evaluated:



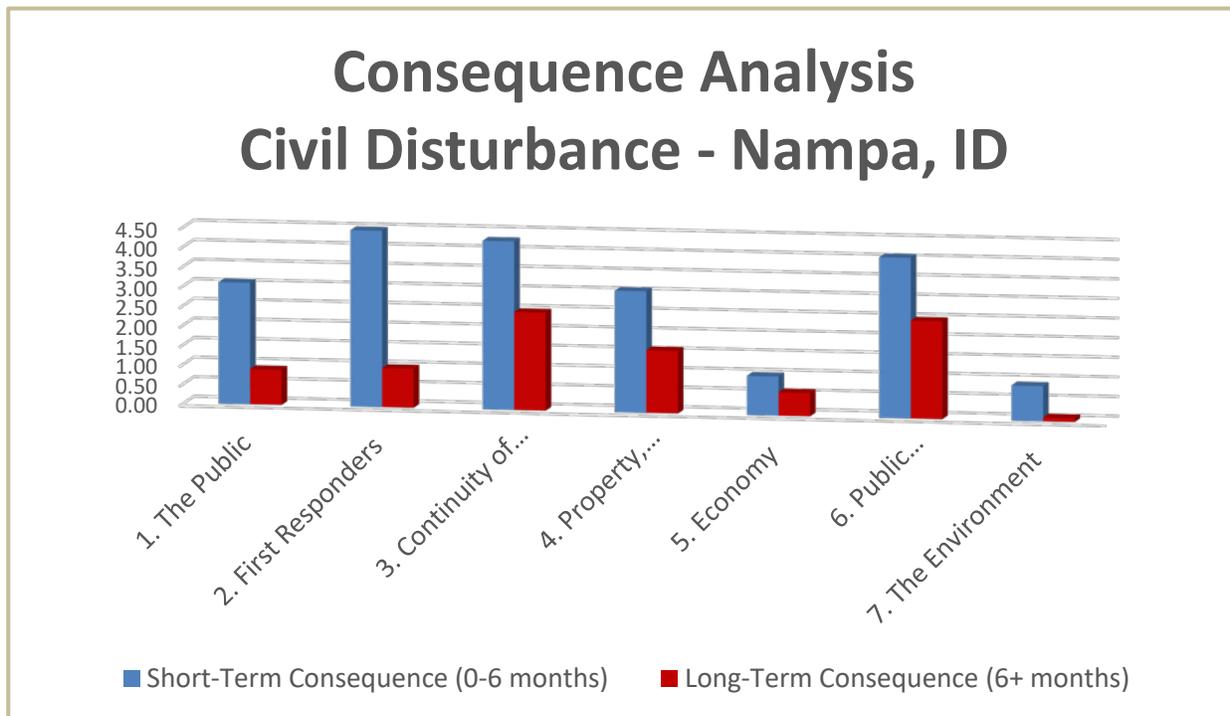
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- The public
- First responders
- Continuity of operations
- Property, facilities, and infrastructure
- Economic conditions
- Public confidence in government

### Scenario

In support of a group of armed militants who seized the headquarters of a National Wildlife Refuge in Oregon, a group of similar anti-government militants affiliated with a sovereign citizen movement have occupied the Deer Flat National Wildlife Refuge Visitor Center located at 13751 Upper Embankment Road in Nampa, Idaho. The Deer Flat Refuge has two units, one in Oregon and the other in Idaho. It is believed that there are at least 10 armed militants in the visitor center and at least one federal employee of the Visitor Center has been taken hostage.

### Results



Looking at the short-term consequences of this civil disturbance event, exercise participants felt that the most severe consequences would be felt by the first responders, continuity of operations, and the public’s confidence in government. From a long-term standpoint, the two systems suffering the most severe consequences include continuity of operations and the public’s confidence in government. Overall, what stands out is that the short-term impacts of this type of a civil disturbance event are much greater than for the long-term.



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Some observations of the group to note included:

- This type of event would have larger consequences if occurring during the summer months.
- Management of news/media will have a large influence on the public's short and long-term confidence in the government.
- Consequences could vary dramatically depending on the specific individuals involved in coordinating and managing this event.
- This type of event could lead to policy changes at the Federal level, which could lead to changes to state and local coordination.

### Mitigation Rationale

According to the Report of the Joint Police/Fire Task Force on Civil Unrest: Recommendations for Organization and Operations during Civil Disturbance, mitigation basically implies efforts to prevent or minimize the damage which can result from civil unrest. "These efforts can be developed using lessons learned from previous civil disturbances. Mitigation can take place both during preparation for a potential disaster and during recovery from a crisis. The aim, at all times, is to reduce risk through anticipating actions. However, the level of intensity, catastrophe, and destructiveness of civil unrest occurrences are often difficult to predict. Thus, mitigation can only be accomplished through instituting programs to cope with potential disruption or destruction of physical and social networks between agencies and the community" (Joint Task Force on Civil Unrest, 1994).

### General Mitigation Approaches

#### State Statutes

Currently, the Idaho Statutes contain provisions relating to civil disturbances:

#### TITLE 18 - CRIMES AND PUNISHMENTS

- 18-6401. Riot defined. Any action, use of force or violence, or threat thereof, disturbs the public peace, or any threat to use such force or violence, if accompanied by immediate power of execution, by two (2) or more persons acting together, and without authority of law, which results in:
  - (a) Physical injury to any person; or
  - (b) Damage or destruction to public or private property; or
  - (c) A disturbance of the public peace; is a riot.
- 18-6404. Unlawful assembly defined. Whenever two or more persons assemble together to do an unlawful act, and separate without doing or advancing toward it, or do a lawful act in a violent, boisterous or tumultuous manner, such assembly is an unlawful assembly.
- 18-8102. "Civil disorder" means any public disturbance involving acts of violence by an assemblage of two (2) or more persons which acts cause an immediate danger of or result in damage or injury to the property or person of any other individual.
- 18-8103. Prohibited activities — Terrorist Control Act. Penalties. Any person who:



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- (1) Conspires with one (1) or more persons to injure, oppress, threaten or intimidate any citizen in the free exercise or enjoyment of any right or privilege secured to him by the constitutions or laws of the United States or the state of Idaho, by the use of violence against the person or property of such citizen; or
- (2) Goes on the highway, or on the premises of any citizen, with one (1) or more other persons, with the intent by use of violence against such citizen or his property, to prevent or hinder his free exercise or enjoyment of any right or privilege so secured; or
- (3) Assembles with one (1) or more persons for the purpose of training or instructing in the use of, or practicing with, any technique or means capable of causing property damage, bodily injury or death with the intent to employ such training, instruction or practice in the commission of a civil disorder, as defined herein; or
- (4) Commits an act of terrorism, as defined in this chapter; or
- (5) Conspires with one (1) or more persons to commit an act of terrorism, as defined in this chapter.

### Building Strong Relationships Among Agencies

“No single agency can effectively manage a sizeable disturbance. Planning for an emergency requires the resources and expertise of law enforcement, EMS, the fire service, and other local public agencies. It also requires becoming familiar with operational procedures carried out by key players in these agencies. Agencies must share intelligence. For example, if police know that rock concert attendees have the propensity to commit arson, they should share this information with the fire department. Critical issues to be addressed through intelligence gathering include: the probability of civil unrest; capability assessments required; legal ramifications to be determined; existing mutual aid agreements which may need to be reviewed, fine-tuned, and rehearsed, as necessary; floor plans of buildings, and other information which may help police devise effective tactical maneuvers, (e.g., information relating to hazardous materials, identification of everything in the impact zone that could affect tactical plans). Emergency declaration policy guidelines should be established (these can be fine-tuned during preparation for civil unrest), to define such matters as alert phases for different levels of activity” (Joint Task Force on Civil Unrest, 1994).

### Fusion Centers

According to the Department of Homeland Security, the need to develop and share information and intelligence across all levels of government has significantly changed over the last few years. The need to identify, prevent, monitor, and respond to terrorist and criminal activities remains a significant need for the law enforcement, intelligence, public safety, and private sector communities. In 2004 and 2005, many states began creating fusion centers with various local, state, and federal funds. A fusion center is defined as a “collaborative effort of two or more agencies that provide resources, expertise, and information to the center with the goal of maximizing their ability to detect, prevent, investigate, and respond to criminal and terrorist activity” (USDOJ, 2008).



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Idaho's Fusion Center is the Idaho Criminal Intelligence Center, located in Meridian. Its mission is integrating, analyzing, producing, and disseminating actionable criminal intelligence in combating terrorism and criminal activity through an all crimes approach. The center offers the following services:

- Coordination of Idaho Drug Tip Hotline
- Case De-confliction/Watch Center
- Threat Assessments
- Time lines, relationship charts, and flow charts
- Telephone toll analysis
- Drug and extremists intelligence
- Case support
- Photo lineups
- Heat maps tracking high frequency of incidents in a certain area
- Fusion Liaison Officer Program
- Open source intelligence gathering

The Criminal Intelligence Center also contains several useful information databases that can be used in assisting with understanding the threat of civil disturbances and known group activity. These can be used to determine and communicate threat assessments and information sharing assists with management of civil disturbances. The Criminal Intelligence Center is truly an integrated planning and response law enforcement center, with participation from the following local, state, and federal entities:

- Ada County Sheriff's Office
- Alcohol Tobacco and Firearms
- Bannock County Sheriff's Office
- Boise Police Department
- Canyon County Sheriff's Office
- Chubbuck Police Department
- Coeur d'Alene Police Department
- Federal Bureau of Investigation
- Idaho Attorney General's Office
- Idaho Bureau of Homeland Security
- Idaho Department of Corrections
- Idaho National Guard Counter Drug Program
- Idaho State Police
- Nampa Police Department
- Pocatello Police Department

### Fusion Liaison Officer Program

The Fusion Liaison Officer (FLO) Program is administered by the Idaho Criminal Intelligence Center (Idaho's only Fusion Center) and is similar in every aspect to other state Terrorism Liaison Officer or Intelligence Liaison Officer programs. The goal of the program is coordinate, Idaho's Police, Fire, EMS, and private security entities to be on the lookout for and report suspicious criminal or potentially



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terrorist activity to the Fusion Center. The Fusion Center then passes this information along to the appropriate entity for further investigation or follow up. The FLO Program does this by training, coordinating, and communicating with our FLOs. This program acts as a civil disturbance early warning and mitigation system.

### Communications

“A strong communications infrastructure should be established among the fire department, the police department, and the media. Communication often proves to be the controlling element in assessing whether a civil disturbance will quickly dissipate or intensify. Each jurisdiction must decide whether its agencies should replace their separate communication systems and build a single, more efficient one, or whether their present systems are compatible and need only to be updated or modified. A unified dispatch system must be in place and ready for operation on short notice, as needed. The Public Information Officer is invaluable to ensuring good communications in the event of a civil disturbance. The PIO would participate in all meetings and decisions regarding the civil unrest situation and would act as official liaison to the public and media on behalf of each agency” (Joint Task Force on Civil Unrest, 1994). In the event of a state declaration, the Public Information Emergency Response (PIER) Team would be activated at the state level to surge communications response as necessary for the situation.

### Training

Civil disturbances can be difficult for local communities to handle. Officials must walk a fine line between the constitutional right of individuals and groups to assemble and air grievances, and the overall needs of the community to provide essential services, ensure the personal safety of citizens, prevent property damage, and facilitate normal commerce. Fortunately, most demonstrations and large public gatherings are held in a peaceful, nonviolent manner. However, as referenced in earlier sections there are twelve identified hate groups within the state, it is known that groups do exist whose primary objective is to disrupt normal activities and even cause injury and property damage.

“Fire and law enforcement agencies should work closely with local legislators and government officials to maintain or increase funding for joint training programs. These programs, if carried out on a regular schedule, would enhance the effectiveness of firefighters and officers in all facets of their field work. Media personnel should be included in certain aspects of training to ensure that the public has an understanding of how agencies operate to avoid civil disorder” (Joint Task Force on Civil Unrest, 1994).

Handling events that could result in civil disturbance is a difficult operation, at best. Normally, law enforcement personnel are outnumbered, and can be ill equipped and under-trained to handle a large, unruly crowd. Proper training of law enforcement personnel, adequate resources, and incident anticipation and planning are the keys to successful incident management.

### The Idaho Crime and Safety Conference

The Idaho Crime & Safety Conference is a training event hosted annually by the Idaho Office of Emergency Management (IOEM) and the Idaho Criminal Intelligence Center. In planning the conference,



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presenters with experience or subject matter expertise come from across the United States teach at the conference. This conference is for all Idaho First Responders (Police/Fire/EMS) and educates and encourages all first responders to network and coordinate their efforts to potentially mitigate a civil disturbance and in their response to a critical incident.

Additional training that is conducted:

- Crowd Intervention Training
- Advanced Law Enforcement Rapid Response Training (ALERRT)
- National Guard Anti-Terrorism Training

A civil disturbance requires a police department to adopt a military model, which creates stressful situations within the organization and in its relationships with other agencies. Joint training exercises among police, fire/EMS, National Guard, and public works personnel are essential to alerting them to circumstances that could lead to civil disorder and to measures that can be taken to prevent the development of an explosive situation. Media personnel/PIOs should be included in certain aspects of training to ensure that the public has an understanding of how agencies operate to avoid civil unrest (Joint Task Force on Civil Unrest, 1994).”

### Community Relations and Community Policing

The primary aim of mitigation is to reduce risk through anticipating actions. Community relations may prove to be the most valuable mitigation effort in the prevention of civil unrest. Community activities should include (Joint Task Force on Civil Unrest, 1994):

- Preparing land-use and development plans for hazardous areas
- Educating decision makers and community representatives about the risk of civil unrest and circumstances that can cause civil unrest

“Public service announcements and campaigns are good maintenance tools to adopt to keep the community involved in government and to remind people that these agencies exist to protect and help them. Agencies need to support community leaders and to include them in regular and comprehensive briefings on agency policies and activities. The accumulation of unresolved grievances by residents, coupled with a minor police action such as a simple arrest, can easily be perceived as explosive enough to spark a riot situation. Local gangs usually include influential leaders who are accorded much respect and authority within their communities. Harnessing this leadership can help bring harmony to the community and enable local fire and police departments to interact with the gangs through innovative programs and social events that will make them an important and productive part of the community. Recent civil disturbances have demonstrated that community-oriented programs connect the public with fire and police. Increased public awareness promotes changes in attitude toward fire and police personnel. Public support is essential when agencies and their personnel become the target of rioters. Agencies can implement various programs designed to build trust and develop a partnership with the community through” (Joint Task Force on Civil Unrest, 1994):



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- Dialogue/town meetings
- Networking with community leaders and Community relations assistants, who monitor the vital signs of the community and report directly to the chief executives
- Hotlines, which are set up immediately before, during, and after civil unrest
- Designating “safe places” sponsored by the fire and/or police departments to carry on community activities, such as food drives, clean-up programs, child-care services, and fund-raising drives for other services to respond to specific community needs
- Establishing cultural sensitivity workshops for agency executives, officers, and other personnel. When properly conducted, these programs can enhance police/community relations
- Recruiting culturally diverse personnel Strengthening media relations
- Establishing a public access system, possibly through the PIO (ideally, direct access to chief executives of both police and fire agencies)

### See Something Say Something

The Idaho Criminal Intelligence Center and IOEM have coordinated with the Department of Homeland Security (DHS) to obtain Idaho personalized television and radio ads for the See something, say something program; See Something, Say something is a copyrighted program which DHS administers. Funds are expended to ensure these broadcasts take place statewide during the spring and summer months of the year as this is Idaho’s heavy travel and tourism season. Additionally, the Idaho State Police posts these ads on internet media outlets as well.

Additional strategies include:

- Crime Stoppers
- Neighborhood Watch
- Tip Lines
- Outreach to refugee populations



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