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## **IV. SPECIAL OPERATIONAL CONSIDERATIONS**

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### **OBJECTIVES**

At the end of this unit, you should be able to:

- Explain what operational considerations are and how they can impact a special event.
- Identify critical operational considerations associated with a special event.
- Identify three spectator management and crowd-control issues.
- Describe the special risks associated with high-profile or controversial events.
- Identify strategies for addressing operational considerations when planning a special event.

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### **SCOPE**

The scope of this unit includes:

- Unit Overview
- What are Operational Considerations?
- Spectator Management and Crowd-Control Issues
- Safety Issues
- Public Health
- Personal Safety
- Security
- Traffic and Transportation
- Other Special Operational Considerations
- Activity — Addressing Special Operations Considerations
- Unit Summary

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### **ADDITIONAL INFORMATION**

Information about this material is available by contacting:

FEMA Independent Study Program  
Emergency Management Institute  
National Emergency Training Center  
16825 South Seton Avenue  
Emmitsburg, MD 21727



## **UNIT OVERVIEW**

In this unit, you will learn how to identify and plan for operational considerations — hazards or incidents that could occur **during** an event. In this unit, you will learn about Spectator Management, Crowd Control, Safety, Security, Public Health, and Transportation Issues.

### **Unit 4 Overview**

**This unit describes:**

- How to identify operational considerations – hazards or incidents that could occur during an event**
- Spectator Management, Crowd Control, Safety, Security, Public Health, and Transportation Issues**

Visual 4.1



**YOUR NOTES:**



## UNIT OVERVIEW (CONT.)

### OBJECTIVES

At the end of this unit, you should be able to:

- Explain what operational considerations are and how they can impact a special event.
- Identify critical operational considerations associated with a special event.
- Identify three spectator management and crowd-control issues.
- Describe the special risks associated with high-profile or controversial events.
- Identify strategies for addressing operational considerations when planning a special event.

### Unit Objectives

**At the conclusion of this unit, participants will be able to:**

- Explain what operational considerations are and how they can impact a special event
- Identify critical operational considerations associated with a special event
- Identify three spectator management and crowd-control issues

Visual 4.2

### Unit Objectives (cont.)

- Describe the special risks associated with high profile or controversial events
- Identify strategies for addressing operational considerations when planning a special event



Visual 4.3



## WHAT ARE OPERATIONAL CONSIDERATIONS?

Not every event runs as planned, and some incidents occur that are beyond the control of the planning team. To ensure that all preparations possible have been made to ensure spectator safety, you and the planning team must also identify **operational considerations**, which are defined as hazards or incidents that could occur **during** an event.

Identifying operational considerations allows the planning team to consider even low-risk but high-impact scenarios and develop contingency plans to deal with them.

### What are Operational Considerations?

- Operational Considerations – hazards or incidents that could occur during an event.**
- Allow the planning team to consider even low-risk but high-impact scenarios and develop contingency plans**

Visual 4.4



YOUR NOTES:



### SPECTATOR MANAGEMENT AND CROWD-CONTROL ISSUES

Crowds are complex social structures that can assume roles that are quite different from the personalities of the individuals.

1. Share your experiences in crowds, as an observer or as a participant.
2. What have you observed about the behaviors of people in crowds?
3. Do you think crowd behavior is more predictable in a small crowd or a large crowd?

The roles that event participants may assume include:

- **Observers:** Those who follow the actions of the crowd but rarely take part.
- **Cheerleaders:** Those who provide verbal support for crowd leaders.
- **Active Core:** Those who carry out the actions of the crowd.

### Spectator Management and Crowd Control

**Crowd personalities may:**

- Increase the probability of a dangerous occurrence
- Increase the potential number of victims
- Make communication slower and more difficult
- Make response slower and more difficult



"Attendee / Crowd Issues"  
Job Aids Page 1-7 – 1-9

Visual 4.6



YOUR NOTES:



## **SPECTATOR MANAGEMENT AND CROWD-CONTROL ISSUES (CONT.)**

Certain crowd personalities may:

- Increase the probability of a dangerous occurrence
- Increase the potential number of victims
- Make communication slower and more difficult
- Make response slower and more difficult

Anonymity in a crowd increases the chances that a crowd will move outside of the social norms for acceptable behavior.

### **Spectator Management and Crowd Control**

**Crowd personalities may:**

- Increase the probability of a dangerous occurrence
- Increase the potential number of victims
- Make communication slower and more difficult
- Make response slower and more difficult



"Attendee / Crowd Issues"  
Job Aids Page 1-7 – 1-9

Visual 4.6



Refer to pages 1-7 through 1-9 of the Special Events Contingency Planning Job Aids Manual and review crowd types, panics, and crazes.

**Panic:** Flight from a real or perceived threat from which escape appears to be the only effective response. What appears to be panic is usually the result of poor inputs and previous knowledge and experience.

**Craze:** The temporary, short-lived competitive rush by a group toward some attractive object. A craze tends to occur on entering an event, and may be exacerbated by a lack of information.

Crowd Types:

- Ambulatory
- Disability/Limited Movement
- Cohesive/Spectator
- Expressive/Revelous
- Participatory
- Aggressive/Hostile
- Demonstrator
- Escape/Trampling
- Dense/Suffocating
- Rushing/Looting
- Violent

Have you ever experienced these phenomena? How was each handled? Discuss these answers with the class.



**YOUR NOTES:**



## SPECTATOR MANAGEMENT AND CROWD-CONTROL ISSUES (CONT.)

You, as event planners, need to take into consideration that an event may need to be cancelled, postponed, or interrupted. Crowds may get angry about this and react in a dangerous way. You need to have plans in place to manage an angry crowd appropriately. You should also take into account how to address possible readmission of patrons to the venue if necessary.

### Canceling or Postponing an Event

#### Planners should take into consideration:

- Crowds may get angry and react dangerously
- Planners need to have plans in place to manage an angry crowd appropriately
- Planners should take into account how to address readmission of patrons to the venue if necessary



Visual 4.7



YOUR NOTES:



### SPECTATOR MANAGEMENT AND CROWD-CONTROL ISSUES (CONT.)

During planning, the planning team and the promoter must determine:

- Who has the authority to cancel or postpone an event?
- When and under what circumstances the event can be postponed or canceled?

These decisions must be made before the event begins, and everyone must know who has that authority. The Incident Command System is an excellent tool to ensure the chain of command, communications, and the proper approving authority.

#### Canceling or Postponing an Event

**Consider the following:**

- Who has the authority to cancel or postpone an event?
- When and under what circumstances the event can be postponed or canceled?

**Incident Command System** is an excellent tool to ensure the chain of command, communications, and the proper approving authority.

Visual 4.8



YOUR NOTES:



## **SPECTATOR MANAGEMENT AND CROWD-CONTROL ISSUES (CONT.)**

With any event, planners need to consider a number of alternative venues for an event. Health and safety considerations need to be taken into consideration to determine the appropriate venue. Planners should consult with the emergency managers on their team to gain recommendations.

Refer to page A-44 through A-54 in the Special Events Contingency Planning Job Aid Manual for a list of venue checklists.

Refer to page A-6 in the Job Aids section of your Student Manual for a checklist for determining a venue.

### **How to Determine the Venue**

**Planners need to consider alternative venues for an event:**

- Health and safety considerations need to be taken into consideration
- Consult with the emergency managers to gain recommendations

"Venue Assessment Checklist"  
Job Aids Pages A-44 – A-46

Visual 4.9



**YOUR NOTES:**



### ACTIVITY 4.1: SIZING UP THE CROWD

- Spend about 5 minutes reviewing the scenario listed below.
- As a group, spend about 5 minutes brainstorming and discussing actions that can be taken to prevent similar issues from reoccurring.

#### Scenario:

In Westminster, Illinois, “The Skeeters,” a hugely popular rock band, were scheduled to perform on Friday, April 8, at an outdoor amphitheater at 8:00 pm. Tickets were required, but seating was on a first come, first serve basis. Approximately 2000 total seats are available at the amphitheater, but more than 1000 additional individuals came to the amphitheater site hoping to buy tickets at the last minute. As there is no public transportation to the area, and parking is limited, complete gridlock ensued attempting to gain access to the venue. Many individuals showed up the night before to “camp out” for good seats. These individuals left excess food and debris outside the closed gates. The gates were scheduled to open 2 hours prior to the concert, and by 4:00 pm, several hundred people were waiting in line.

At 5:30 pm, 2.5 hours prior to the concert, the crowds waiting outside the gates heard the band performing a sound check and thought the concert was starting. Several people in the crowd tried to rush into the still-closed gates, trampling those at the front of the crowd. Several individuals sustained minor injuries.

### Activity 4.1

- Review the scenario in Student Manual
- Brainstorm and discuss actions that can be taken to prevent similar issues from recurring



Visual 4.10



YOUR NOTES:



## SAFETY ISSUES

Spectator safety is a paramount issue during any special event. Planners must take into consideration:

- Structures (e.g., stages and platforms, temporary structures, and load capacities)
- Audience safety (e.g., seating, public health, and medical care)
- Fire safety
- Security

### Spectator Safety

**Spectator safety is paramount during any special event. Take into consideration:**

- Structures
- Audience safety
- Fire safety
- Security



Visual 4.11



YOUR NOTES:



### SAFETY ISSUES (CONT.)

One area of great concern is the physical setup of the event. The planning team must consider:

- The performance facilities that are needed
- The special structures that are needed for indoor or outdoor events
- Whether temporary structures can be used

All structures, both temporary and permanent, must comply with local building codes. Note the importance of involving public works, building inspectors, and building code enforcement personnel.

#### Physical Setup of Event

Planners must consider the physical setup of the event:

- The performance facilities that are needed
- The special structures that are needed for indoor or outdoor events
- Whether temporary structures can be used

All structures, both temporary and permanent, must comply with local building codes.

Visual 4.12



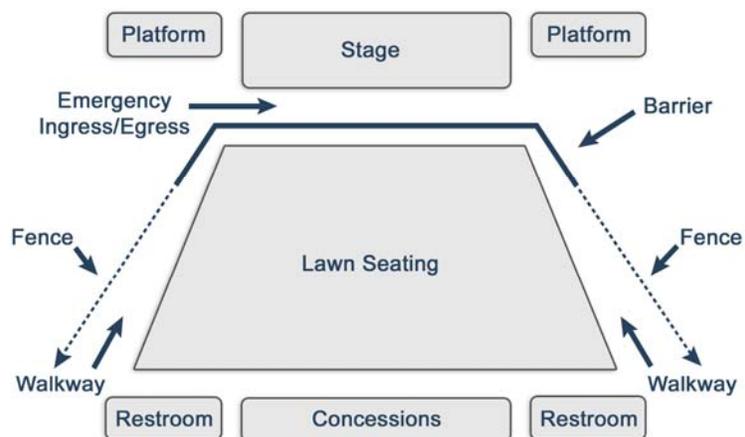
YOUR NOTES:



### SAFETY ISSUES (CONT.)

Review the elements of a proper setup in the image below:

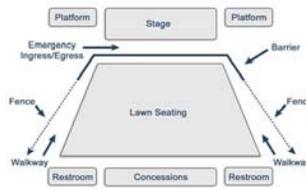
- Fencing
- Walkways
- Restrooms
- Stage
- Seating
- Platforms
- Emergency Exits
- Security Barriers
- Access for the disabled





### Facility Layout

- Fencing
- Walkways
- Restrooms
- Stage
- Seating
- Platforms
- Emergency Exits
- Security Barriers



Visual 4.13



YOUR NOTES:



### **SAFETY ISSUES (CONT.)**

Suitable arrangements should be considered to ensure that disabled people are able to attend. Consideration should be given for people with:

- Mobility problems (including wheelchair users)
- Impaired vision and/or hearing
- Learning difficulties

Event publicity should include a contact number where disabled people can obtain information on site arrangements.

Venue design should include consideration of parking arrangements, access and emergency evacuation, circulation within the site, viewing areas, lighting levels, signage, ramps, access to facilities, support, and sanitary facilities.

#### **Considerations for the Disabled**

- Suitable arrangements should be considered to ensure that disabled people are able to attend
- Consideration should be given for people with:
  - Mobility problems (including wheelchair users)
  - Impaired vision and/or hearing
  - Learning difficulties

Visual 4.14



### Considerations for the Disabled

□ Event publicity should include a contact number where disabled people can obtain information on arrangements.



□ Venue design should include consideration of parking, emergency access, circulation, viewing areas, lighting, signage, ramps, facilities, support, and sanitary facilities.

Visual 4.15



YOUR NOTES:



### **SAFETY ISSUES (CONT.)**

The type of event and its site affect the types of performance equipment to be used and the requirements for stages or platforms. Only qualified inspectors should inspect stages and/or platforms to ensure that the stage is appropriate for the event.

Expected crowd behavior is a main factor in determining stage configuration. For example:

- Classical music performances usually attract a mature, orderly audience.
- Teenage fans at a rock concert have been known to storm the stage to touch their idols.

Event planners should understand the characteristics of the audience that each event will attract.

#### **Stages and Platforms**

- The type of event and its site affect the types of performance equipment to be used and the requirements for stages or platforms**
- Only qualified inspectors should inspect stages and/or platforms to ensure that the stage is appropriate for the event**
- Expected crowd behavior is a factor in determining stage configuration**

Visual 4.16



**YOUR NOTES:**



### SAFETY ISSUES (CONT.)

There are three main ways to gather information about a potential audience at an event:

- Review press reports and contact local public safety officials who were present at previous performances.
- Speak with spectators who have attended adolescent entertainment events such as rock concerts.
- Check with the promoter to determine audience behavior at past events and the type of crowd and behavior that can be expected.

### Crowd Information

**Main ways to gather information about a potential audience:**

- Review press reports and contact safety officials from previous performances
- Speak with spectators who have attended similar events, such as rock concerts
- Check with the promoter to determine audience behavior at past events

Visual 4.17



YOUR NOTES:



## SAFETY ISSUES (CONT.)

Stages are usually elevated to provide crowds with a better view of the performance.

Elevation itself is a barrier to those who would rush the stage. Increased height can create an open area at the base of the stage so that line of sight is not impeded by the stage itself. A stage alone is usually insufficient to deter determined spectators.

- Planners should provide a physical barrier at the front of the stage.
- All stages **must conform** to building codes.

### Suggested Stage Barriers

**Indoor Events:** During indoor events, erect a V-shaped barrier in front of the stage. This barrier will deflect patrons away from the stage area if any surge comes from behind. The V shape also provides an additional barrier to prevent spectators from reaching the stage. Security staff can position themselves in this spectator-free zone or should be able to gain access to it quickly from either end of the stage.

Using this setup, barrier posts must be anchored securely to the floor. They should also have some padded protection.

**Outdoor Events:** Board fences similar to the V-shaped barrier used for indoor concerts can be used outdoors. Board fences have the added benefit of providing a walkway on the spectator side as well as behind it. Because most outdoor concerts do not provide seating, spectators in the front rows need to position themselves several yards back from the fence to see the stage over the fence. This area permits emergency access to the front rows of spectators.

Refer to page A-47 in your Special Events Contingency Planning Job Aids Manual, and review the public works department checklist.

### Stages

- Stages are usually elevated
- Elevation itself is a barrier to those who would rush the stage
- A stage alone is usually insufficient to deter determined spectators
- Planners should provide a physical barrier at the front of the stage
- All stages must conform to building codes

"Public Works Checklist"  
Job Aids Pages A-42 – A-43

Visual 4.18



YOUR NOTES:



### SAFETY ISSUES (CONT.)

- The front skirt around the base of a stage should be constructed to break away under the pressure of crowd surge.
- This feature is not practical, though, when there is less than six feet of clearance beneath the stage because of the potential for head injuries if a spectator collides with the leading edge of the stage.
- A breakaway stage skirt does not remove the requirement for a barrier.

#### Stage Skirts

- The front skirt around the base of a stage should be constructed to break away under the pressure of crowd surge
- This feature is not practical with less than six feet of clearance beneath the stage
- A breakaway stage skirt does not remove the requirement for a barrier



Visual 4.19



YOUR NOTES:



### **SAFETY ISSUES (CONT.)**

Many events require easily constructed temporary structures, such as:

- The stage platform
- Towers to house speakers and lighting
- Temporary seating
- Dance and viewing platforms
- Roofs, towers, and masts
- Marquees and large tents
- Decorative items, such as archways, signs, and sideshows

A building codes inspector should supervise the erection of temporary structures and ensure that they conform to building and engineering specifications.

### **Temporary Structures**

**Many events require temporary structures:**

- The stage platform**
- Towers for speakers and lighting**
- Temporary seating**
- Dance and viewing platforms**
- Roofs, towers, and masts**
- Marquees and large tents**
- Decorative items**

Visual 4.20



**YOUR NOTES:**



### SAFETY ISSUES (CONT.)

All structures have load capacities. The planning team must take precautions to prevent overloading any structure.

- These precautions apply to all viewing platforms, including walkways and balconies.

The bases of temporary structures must be protected from damage by vehicular traffic through the use of designated buffer zones.

### Load Capacities

- All structures have load capacities
- Planning team must take precautions to prevent overloading any structure
- Bases of temporary structures must be protected from damage by vehicular traffic through the use of designated buffer zones



Visual 4-21



YOUR NOTES:

**SAFETY ISSUES (CONT.)**

Ideally, all seating should be reserved, but reserved seating may be difficult at outdoor events.

If most spectators are expected to be teenagers:

- Planners should set up seating to control surges and crushing at the front of the stage.
- Planners should provide security to ensure that the audience does not stand on seats.

Note that seating should always be anchored to prevent movement.

### Reserved Seating

- Ideally, all seating should be reserved
- If most spectators are expected to be teenagers, set up seating to control surges and crushing at the front of the stage
- Provide security to ensure that the audience does not stand on seats
- Seating should be anchored to prevent movement

Visual 4.22



**YOUR NOTES:**



### SAFETY ISSUES (CONT.)

Seating in community centers, arenas, or similar indoor locations often combines fixed perimeter seating with additional folding or stacking seating on the central floor.

Note that:

- Temporary seats should be secured, either to the floor or to one another. (Where this is not possible, the legs of each row of chairs should be fastened to two long planks, one running under the front legs and one running under the back.)
- Outdoor seating as well as grass and turf in the seating area may become slippery in damp weather.
- Caution should be taken if an event is scheduled early in the morning or if the weather could become inclement.

#### Other Seating Issues

- Temporary seats should be secured, either to the floor or to one another
- Alternately, legs of each row of chairs should be fastened to two long planks, one running under front legs and one running under back
- Outdoor seating as well as grass and turf in the seating area may become slippery in damp weather
- Caution should be taken if an event is scheduled early in the morning or if the weather could become inclement

Visual 4.23



YOUR NOTES:



## **PUBLIC HEALTH**

Mass gatherings present special challenges for preventing harm to participants, spectators, and event staff.

This section of the training offers key steps for you as event planners to take to prevent — or at least minimize — public health issues.

Refer to page A-47 in your Special Events Contingency Planning Job Aids Manual, and review the public works department checklist.

### **Public Health**

**This section of the training offers key steps for event planners to take to prevent—or at least minimize—public health issues.**



**"Public Health Venue Assessment Checklist"**  
Job Aids Pages A-47 – A-48

Visual 4-24



**YOUR NOTES:**



### PUBLIC HEALTH (CONT.)

Key points about first aid posts:

- First aid posts and security personnel can provide information to help assess health and safety risks.
- First aid posts can provide data on gastrointestinal illnesses.
- First aid posts can also maintain records of injuries, incidents involving watercourses, and alcohol and drug issues.
- Security agencies can provide information on safety hazards and alcohol and drug issues.

Refer to pages A-60 through A-61 in your Special Events Contingency Planning Job Aids Manual, and review the gastrointestinal illness questionnaire.

Note that planners should assign event staff to ensure that restrooms are in working and sanitary condition.

### First Aid Posts

- First aid posts and security personnel can help assess health and safety risks:**
  - Data on gastrointestinal illnesses**
  - Records of injuries, incidents involving watercourses**
  - Alcohol and drug issues**
- Security agencies can provide information on safety hazards**



**"Gastrointestinal Illness Questionnaire"**  
Job Aids Pages A-60 – A-61

Visual 4.25



YOUR NOTES:



## **PUBLIC HEALTH (CONT.)**

Food safety is absolutely critical to public health planning.

Key points about food safety:

- Planners must ensure that food-handling personnel follow proper sanitary practices for storage, preparation, and distribution or food may become contaminated.
- To ensure that safety standards are met and maintained, a health officer should assess food service proposals during the planning stage.
- The officer should follow this assessment with a pre-event audit and periodic monitoring of food safety throughout the event.

Refer to pages A-36 through A-39 in your Special Events Contingency Planning Job Aids Manual, and review the Catering Inspection Checklist.

### **Food Safety Practices**

- Food safety is absolutely critical to public health planning**
- Planners must ensure that food-handling personnel must follow proper sanitary practices**
- A health officer should assess food service proposals, conduct a pre-event audit, and periodic monitoring of food safety**

"Catering Inspection Checklist"  
Job Aids Pages A-36 – A-39

Visual 4.26



**YOUR NOTES:**



### PUBLIC HEALTH (CONT.)

Food vendors should be required to meet State and local licensing and registration requirements.

During an event, onsite health officers must have the authority to close down any vendor who is not following public health requirements.

Refer to page A-33 in your Special Events Contingency Planning Job Aids Manual, and review the Food Vendor Information Sheet with participants.

### Food Vendors

- Food vendors should be required to meet State and local licensing requirements
- During an event, onsite health officers must have the authority to close down any vendor who is not following public health requirements

"Food Vendor Information Sheet"  
Job Aids Pages A-33 – A-35

Visual 4.27



YOUR NOTES:



### PUBLIC HEALTH (CONT.)

The planning team should assess other food safety measures, including:

- The setup and construction of **food premises** — areas to be used for food storage, preparation, and service.
- **Equipment** used in food preparation, distribution, and storage.

Note that inspectors should verify that:

- An appropriate number of the correct kind and type of fire extinguishers is available at vendor sites.
- The vendors are in compliance with all local and State codes.

#### Other Food Safety Issues

The planning team should assess other food safety measures, including:

- The setup and construction of food premises—areas to be used for food storage, preparation, and service
- Equipment used in food preparation, distribution, and storage
- Inspectors should verify appropriate number and type of fire extinguishers

Visual 4.28



YOUR NOTES:



### PERSONAL SAFETY

The safety of staff and the public is an important consideration. Note that inspectors **must** be aware of occupational health and safety standards, including those related to:

- Loose power leads
- Trip hazards
- Inadequate refuse disposal
- Inappropriate positioning of equipment
- Poor ventilation and extreme temperatures in the work environment
- Poorly stacked supplies
- Unguarded equipment

#### Personal Safety

**Inspectors must be aware of occupational health and safety standards:**

- Loose power leads
- Trip hazards
- Inadequate refuse disposal
- Inappropriate positioning of equipment
- Poor ventilation and extreme temperatures
- Poorly stacked supplies
- Unguarded equipment

Visual 4.29



YOUR NOTES:



## PERSONAL SAFETY (CONT.)

Depending on the size of the event and the number of spectators, children may become separated from their adult supervisors. Planners should designate a place for lost children to be reunited and develop a way to allow information to be disseminated quickly and accurately.

One useful way of handling lost children is to provide “meet me” locations.

- These should be well-marked, designated locations throughout the site.
- Patrons can also plan to meet at these locations if they become separated.

### Lost Children

- ❑ Children may become separated from their adult supervisors.
- ❑ Planners should designate a place for lost children to be reunited and develop a way to allow information to be disseminated quickly and accurately.

Visual 4.30



YOUR NOTES:



### PERSONAL SAFETY (CONT.)

All States and territories have legislation governing fire safety.

The local fire authority should monitor fire prevention and preparedness plans to ensure that measures taken comply with local fire safety codes.

Other steps that planners should be take to ensure safety from fires include:

- Ensuring that onsite inspections occur before the event and that deficiencies are noted and corrected.
- Conducting meetings with organizers to consider and resolve potential fire hazards.
- Designing the site to mitigate fire hazards (for example, clear storage areas, no open flames, control of pyrotechnics, etc.).

Refer to pages A-49 through A-50 in your Special Events Contingency Planning Job Aids Manual, and review the Fire Services Venue Assessment Checklist.

### Fire Safety

**The local fire authority should monitor fire prevention and preparedness plans. Event planners should:**

- Ensure that onsite inspections occur before the event**
- Conduct meetings with organizers to consider and resolve potential fire hazards**
- Design the site to mitigate fire hazards**

"Fire Services Venue Assessment Checklist"  
Job Aids Pages A-49 – A-50

Visual 4.31



YOUR NOTES:



## **SECURITY**

Security concerns at special events have become more important in the aftermath of the terrorist attacks of September 11, 2001.

In this topic, we will discuss crisis situations and terrorism, different types of security, and roles and responsibilities while planning security.

### **Security**

**Security concerns at special events have become more important in the aftermath of terrorist attacks.**

- Crisis situations and terrorism**
- Types of security**
- Roles and responsibilities while planning security**



Visual 4.32



**YOUR NOTES:**



### SECURITY (CONT.)

Next, we will discuss possible terrorist threats or incidents that planners need to consider and plan against.

- What is a terrorist attack?
- Is a terrorist attack always big?
- Is a terrorist attack always visible or immediately visible? (What about a biological attack?)
- What are some of the ways terrorists might attack a special public event?
- How probable is it that one of these things will happen at one of your special events?
- Are there any types of special events that might have a greater probability of a terrorist attack?
- Is there any time of year during which a special event is likely to be more susceptible to a terrorist attack?

### Terrorism

- What is a terrorist attack?
- What does a terrorist attack look like?
- How might a terrorist strike?
- What is the probability of an attack?
- Will our event be at risk?



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Visual 4.33



YOUR NOTES:



## **CRISIS SITUATIONS AND TERRORISM**

A terrorist attack is an intentional, criminal, malicious act. Examples of terrorist activity are bombings, chemical attacks, armed attacks, and hostage situations. No matter the size of an event, special events are risks for terrorist activities due to the size of the crowd, and the possible media attention an attack could get.

Local law enforcement officials should always cooperate and coordinate with federal law enforcement officials no matter what the jurisdiction.

### **Crisis Situations and Terrorism**

**Terrorism: "The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives."**

- Special events are at risk for terrorist activities due to the size of the crowd, and the possible media attention.**

Visual 4.34



**YOUR NOTES:**



### CRISIS SITUATIONS AND TERRORISM (CONT.)

Based on the type of event that is being planned, event organizers must decide what type of security to provide and the scope of the security services' jurisdiction.

- Providing security services is vital to public safety.
- There are three types of security that should be considered for public events:
  - Peer security
  - Private uniformed security guards
  - Uniformed police officers
- If the event warrants, private security for the event may need to be coordinated with Federal law enforcement officials and secret service agents.
- On occasions such as these, communication to determine roles and responsibilities of each group is key.

### Types of Security

- Peer security
- Private uniformed security guards
- Uniformed police officers
- Federal law enforcement



**Communication is key!**

Visual 4.35



YOUR NOTES:



## **CRISIS SITUATIONS AND TERRORISM (CONT.)**

Peer security has shown to be useful with young audiences.

- What is peer security?
- Definition of peer security: security personnel of the approximate age of the spectators

Peer security personnel:

- Usually wear brightly colored T-shirts that are plainly marked “SECURITY.”
- Provide a less confrontational security presence by avoiding the posture of rigid authority and force.
- Do not carry weapons or try to fulfill a police function.
- Function as monitors, people movers, and troubleshooters.

### **Peer Security**

**Peer security—security personnel of the approximate age of the spectators**

- Useful with young audiences**
- Do not carry weapons or try to fulfill a police function**
- Function as monitors, people movers, and troubleshooters**



Visual 4.36



**YOUR NOTES:**



### CRISIS SITUATIONS AND TERRORISM (CONT.)

Private uniformed security guards are well suited to events such as religious rallies, charitable dinners, and art shows.

- At events attracting more youthful crowds, uniformed security guards are better used in non-confrontational roles, such as parking cars.

Event planners should ensure that personnel are recruited from reputable sources with appropriately trained personnel. Planners should discuss special requirements for the event with the security firm.

#### Uniformed Security Guards

- Private uniformed security guards are suited to events such as religious rallies, charitable dinners, and art shows
- Uniformed security guards are better used in non-confrontational roles
- Planners should ensure that the personnel

Visual 4.37



YOUR NOTES:



**CRISIS SITUATIONS AND TERRORISM (CONT.)**

At some events, such as those that attract crowds that historically have experienced violence as part of the event “culture,” nothing short of a uniformed police officer can dissuade potentially violent attendees.

At other events, such as rock concerts, groups typically enter in a peaceful frame of mind but may be induced to rowdiness by alcohol or other catalysts.

The composition of security services will vary according to the event.

- One or a combination of the three types of security may serve specific venues.

**Uniformed Police Officers**

- **At some events nothing short of a uniformed police officer can dissuade the potentially violent attendees.**



**The composition of security services will vary according to the event.**

Visual 4.38



**YOUR NOTES:**



### CRISIS SITUATIONS AND TERRORISM (CONT.)

Regardless of the security implemented, planners should establish roles and responsibilities for security personnel prior to the event.

Decisions and actions taken by security personnel may affect the way emergency services and health personnel respond to an emergency.

#### Security Roles and Responsibilities

- Regardless of the security implemented, planners should establish roles and responsibilities for security personnel prior to the event**
- Decisions and actions taken by security personnel may affect the way emergency services and health personnel respond to an emergency**

Visual 4.39



YOUR NOTES:



### **PERSONAL SAFETY (CONT.)**

To enable security personnel to perform effectively, they should be briefed prior to the event.

The pre-event briefing should cover:

- Details of the venue, including entrances, exits, medical aid locations, and potential hazards
- Clear direction on unacceptable behavior
- Basic information about the event
- Details of emergency and evacuation plans
- Instructions for operation, deactivation, and isolation of onsite emergency equipment
- Details of the incident communications plan

Note that security personnel should make periodic routine checks of the restroom facilities.

### **Pre-Event Security Briefing**

**Pre-event briefing should cover:**

- Details of the venue**
- Direction on unacceptable behavior**
- Basic information about the event**
- Emergency and evacuation plans**
- Onsite emergency equipment**
- Incident communications plan**



Visual 4-40



**YOUR NOTES:**



### ACTIVITY 4.2: RED LIGHT/GREEN LIGHT

#### Instructions:

1. The purpose of this exercise is for you to understand crisis management and security solutions. This is a group exercise/discussion.
2. Review the five scenarios below one by one. After each scenario, determine and discuss as a class what to do to resolve the security problem.

#### Scenarios:

1. Two teenagers at a comic-book convention are arguing and start to push each other as if to start a fight.
2. A thunderstorm with lightning is threatening a large golf tournament where hundreds of people are standing in an open field.
3. A bomb threat has been called in by an anonymous caller at the site of a gubernatorial debate.
4. Five young adult males are drinking to excess and making lewd remarks and harassing young women during an outdoor concert.
5. A small child has been identified as missing in the middle of a large crowd at a daytime festival.

### Activity 4.2

**Crisis management and security solutions**

- Review the five scenarios one by one
- After each scenario determine what to do to resolve the security problem

Visual 4-41



YOUR NOTES:



## TRAFFIC AND TRANSPORTATION

Transportation presents one of the first impressions attendees have about an event's organization. Sitting in a line of cars for hours on the highway will undoubtedly create a negative impression of the event and tempers are more likely to flare.

Planners should ensure that the community and surrounding communities are aware of the potential impact that an event will have on traffic.

Planners should assign a traffic management group to plan for traffic well in advance of the event.

The group should use the local media to inform residents of the impact that an event will have on their mobility.

Refer to the Federal Highway Administration's manual for traffic planning at special events at [www.fhwa.dot.gov](http://www.fhwa.dot.gov).

### Traffic and Transportation

- Ensure surrounding communities are aware of the potential impact on traffic
- Assign a traffic management group to plan for traffic in advance of the event
- Use the local media to inform residents of the impact an event will have



Visual 4-42



YOUR NOTES:



### TRAFFIC AND TRANSPORTATION (CONT.)

Traffic planners must also consider possible emergency needs at an event.

Planning should include emergency ingress and egress routes in addition to regular traffic planning:

- Emergency routes from the event site to the nearest hospital
- Possible landing sites for helicopters

### Emergency Access Issues

Traffic planners must also consider possible emergency needs at an event, ingress and egress routes as well as:

- Emergency routes from the event site to the nearest hospital
- Possible landing sites for helicopters



Visual 4-43



YOUR NOTES:



## TRAFFIC AND TRANSPORTATION (CONT.)

When organizers anticipate that event traffic will have a major impact on traffic flow, planners should consider requiring the promoter to hire a professional traffic planner.

This planner will work with local personnel to create alternative routes or special signage for the event.

Note that:

- Strategically placed variable-message signs are very useful devices to inform the motoring public.
- Temporary fixed signage can also be used as long as the signs are easily understood by the public.

### Signage

Planners should consider hiring a professional traffic planner to create routes or special signage

- Variable-message signs are useful to inform the motoring public
- Temporary signage can also be used



Visual 4-44

The image shows a variable-message sign with the text: "ROADWORK AHEAD CLOSED EASTBOUND AT SPICERS HILL". The sign is rectangular with a white background and black text. It is mounted on a post and has a "Traffic Information" sign above it. The sign is set against a background of trees and a road.



YOUR NOTES:



### TRAFFIC AND TRANSPORTATION (CONT.)

Using local AM radio stations or a specially designated frequency to broadcast travel information and instructions on the day of the event can help to lower motorist frustration.

Broadcasting is also a good way for event staff to provide patrons with guidance and safety messages prior to their arrival.

#### Use of Media

- Local AM radio stations or a specially designated frequency to broadcast travel information and instructions
- Broadcasting is also a good way for event staff to provide patrons with guidance and safety messages



Visual 4.45



YOUR NOTES:



## **TRAFFIC AND TRANSPORTATION (CONT.)**

Traffic monitoring should be carried out by periodic radio contact with ground personnel and by surveillance from aerial observation platforms.

Other ways to monitor traffic include:

- Fixed-wing aircraft
- Helicopters
- Stationary, closed-circuit TV cameras

### **Traffic Monitoring**

**Traffic monitoring should be carried out by periodic radio contact with ground personnel and by surveillance from aerial observation platforms.**

**Other ways to monitor traffic include:**

- Fixed-wing aircraft**
- Helicopters**
- Closed-circuit TV cameras**

Visual 4-46



**YOUR NOTES:**



### TRAFFIC AND TRANSPORTATION (CONT.)

When available, public transportation should be encouraged to lessen the impact on street traffic. The use of public transportation also decreases the number of parking attendants required at the event site.

Another possibility for large-scale events is event-only transportation.

By using event-only transportation, promoters can provide transportation from off-venue sites and remote event-specific parking areas.

### Public Transportation

- Public transportation should be encouraged to lessen the impact on street traffic and decrease the number of parking attendants required at the event site
- Another possibility for large events is event-only transportation



Visual 4-47



YOUR NOTES:



## TRAFFIC AND TRANSPORTATION (CONT.)

Other transportation-related issues should be considered by event planners, including:

- The towing policy for disabled vehicles
- Vehicle prescreening for vendors and event vehicles
- Parking and parking control
- Auxiliary parking lots and shuttles
- Accessibility for persons with disabilities

Event planners should work closely with the promoter and public safety personnel to ensure that all transportation-related concerns are identified and addressed.

### Other Transportation Issues

**Other transportation-related issues:**

- Towing policy for disabled vehicles
- Vehicle prescreening for vendors and event vehicles
- Parking and parking control
- Auxiliary parking lots and shuttles
- Accessibility for persons with disabilities



Visual 4-48



YOUR NOTES:



### TRAFFIC AND TRANSPORTATION (CONT.)

There may be special risks associated with high-profile or controversial events. These considerations may be associated with:

- Special security events (for example, Presidential visits)
- Bowl games or conventions
- National Special Security Events (NSSEs) such as the Super Bowl or National political conventions
- High-profile events that present a risk of terrorist attack

Planners must identify whether planned events fit any of these categories.

If so, special planning will be required, including, perhaps, assistance from state and/or federal agencies.

### High Profile Events

**There may be special risks associated with high-profile events:**

- Special security events
- Bowl games or conventions
- National Special Security Events (NSSEs)
- Events with risk of terrorist attack

**For some events special planning may be required including assistance from State or Federal agencies.**

Visual 4-19



YOUR NOTES:



**Activity 4.3 – Addressing Special Operational Considerations**

**Event Definition:**

**What special planning area have you been assigned for this activity?**

**What special operational considerations are associated with the planning area?**

**What tools and checklists can you use to help you plan this area?**

**What strategies can you use to help you plan this area?**

***Use your Special Event Contingency Planning Job Aid Manual and your Student Manual to help you plan.***



### ACTIVITY 4.3 — ADDRESSING SPECIAL OPERATIONS CONSIDERATIONS

#### Instructions:

1. You will be divided into small groups — 5 or 6 per group (same groups as the last activity in Unit 3).
2. The purpose of this exercise is to begin to identify special operational considerations for the event you began planning in Units 2 and 3.
3. Each small group will be assigned one of the planning areas addressed in this unit to plan (e.g., security or traffic considerations). See the list below.
4. Use the worksheet on page IV-52 of your Student Manual to help you plan your special operational considerations.
5. Once you have addressed your planning areas, present your “solution” to the class.
6. Discuss each group’s solution as a class.

These are the planning areas to be assigned by your instructor:

- Crowd-Control
- Public Health
- Personal Safety
- Security
- Traffic and Transportation

### Activity 4.3

**Special operational considerations activity:**

- In small groups, use worksheet to plan special operational considerations for your event as assigned
- Present solution to class
- Discuss solutions



Visual 4.50



YOUR NOTES:



**UNIT SUMMARY**

Discuss any questions regarding special operational considerations with your instructor.

**Special Operational Considerations**

Questions?

A large, stylized question mark icon inside a speech bubble, centered in the main content area.

Visual 4.51



**YOUR NOTES:**