CROWD MANAGEMENT

GOAL: To define crowd management, the circumstances under which it may be required at Shopping Centers and Universal Protection Service and our client’s expectations of Security Professionals in reference to the topic.

TOPICS:

1. Introduction to Crowd Management
2. Crowd Management General Orders
3. Crowd Management vs. Crowd Control
4. Defining Types of Crowds
5. Defining Types of Mobs
6. Special Events
7. Incident Response
8. Crowd Management Functions
9. Special Hazards
10. Special Equipment
11. Crowd Dispersal

1 – INTRODUCTION TO CROWD MANAGEMENT

On-site Security Professionals may encounter situations where they will be required to manage crowds of people. This could occur in a variety of different ways.

Security Professionals may be required to participate in a planned event, such as the arrival of Santa Claus to the mall. Maybe the Security Professional is on patrol and responds to an incident such as a physical altercation or a medical emergency. Perhaps there is a new movie opening, and local activists arrive at the mall to conduct an unlawful demonstration. Each of these examples requires a Security Professional to manage a crowd of people.

When managing a crowd, many factors come into play. These include:

- What type of crowd is involved?
- Is the crowd passive or aggressive?
- What caused the crowd?
- Was the crowd planned or caused by a spontaneous event?
- How many Security professionals are on site to respond?
- Where is the crowd located?

The goal of this training is to prepare you to maintain the peace and safeguard lives and property during situations calling for crowd management.
2 – CROWD MANAGEMENT GENERAL ORDERS

General Orders regarding Crowd Management are statements of expectations for Security Professionals and include:

1. Security Professionals shall attempt to actively detect and recognize situations in which crowding is occurring and prompt an appropriate incident response.
2. Security Professionals shall notify their supervisor whenever a crowd or crowding is detected.
3. Security Professionals shall perform crowd management in a professional manner consistent with Universal Protection Service and their Site Operation’s policies and procedures.
4. Security Professionals will emphasize personal safety and the safety of other persons whenever interacting with crowd situations.
5. When a crowd classified as expressive, aggressive or a mob is detected, Security Professionals shall immediately request Police assistance.
6. When a crowd classified as expressive, aggressive or a mob is detected, Security Supervisors shall respond immediately to the scene and assume command of the incident response until the police arrive.

3 – CROWD MANAGEMENT VS. CROWD CONTROL

You will often hear Crowd Management and Crowd Control used as interchangeable terms. The terms are commonly confused. Crowd Management is proactive in nature, while Crowd Control is reactive.

Crowd Management is a planned response to manage people. It encompasses the measures necessary to ensure the safety and protection of the public during an event. The event may be planned or spontaneous, but the Crowd Management plan is consistent in how the Security Professional is to interact with the crowd.

Crowd Control is a reactive response to crowds that have become violent or begin to engage in activities other than those of the original event. This type of breakdown in the behavior of the crowd would require a response from local authorities.

4 – DEFINING TYPES OF CROWDS

A crowd is defined as a large number of persons temporarily congregated. The persons in the crowd generally tend to think and act as individuals and are without organization. There are four types of crowds you may encounter. These include:

1. Casual Crowds
2. Cohesive Crowds
3. Expressive Crowds
4. Aggressive Crowds

*Casual Crowds* are made up of people who have no common bonds other than the event, destination or activity that brought them together.
Example: The daily guests at the mall.

Associated behaviors

- Act independently of other shoppers.
- Decisions made based on personal needs and preferences.
- Typically, passive and cooperative.

Cohesive Crowds form as part of a planned event.

Example: Guests waiting in line for a movie or for Santa's arrival.

Associated behaviors

- Act independently of other shoppers but share a common purpose: an event or activity.
- Decisions made based on personal needs and preferences.
- Typically, passive and cooperative.

Expressive Crowds form to deliver a message or to express an attitude.

Example: A crowd protesting the release of a movie or book.

Associated behaviors

- Decisions made as a group or through central leadership.
- Loud vocalizations or chanting conveying their agenda.
- Physical joining of arms and legs.
- Using their bodies to block entrances and exits.
- Using signage or other methods to advertise their agenda.
- Typically, agitated and uncooperative.

Aggressive Crowds form when emotional tension is present. Aggressive crowds are likely to erupt into unlawful acts and become a mob.

Example: An angry crowd that may form during a physical altercation, a fight or during an arrest.

Associated behaviors

- Decisions made as individuals, as a group or through central leadership.
- Loud vocalizations and threats.
- Violent acts.
- Destruction of property.
- Disregard for authority.
- Aggressive, agitated, and uncooperative.

Casual and Cohesive crowds are generally friendly and are willing to take directions from Security Professionals if the need arises. They are made up of people acting independently as individuals.
Casual and Cohesive crowds may escalate into Expressive or Aggressive crowds when an incident, circumstance or event seems unfair or is disagreed with.

Expressive and Aggressive crowds tend to be more agitated and are more likely to resist following a Security Professional’s directions. They tend to have a unified purpose and act as a group, not as individuals. They may also have central leadership or an agitator present within the crowd.

Security Professionals should be aware that crowds are an implicit hazard. Any time a large group of people is confined to a relatively small space, the potential risk to the group goes up.

When a Security Professional detects a crowd is forming, they should immediately notify their supervisor and the security staff. Any unforeseen incident, circumstance, or event can energize a crowd, turning it into an angry or panicked mob.

Security Professionals should continually assess crowds, attempting to anticipate, detect and mitigate any energizing factors that could escalate it.

Typically, crowds escalate because of:

- Problems created by a crowd from within.
- Problems created by a crowd from outside.
- An environmental catastrophe.
- A rumor.

To mitigate the crowd's escalation, Security Professionals must:

- Detect agitators or persons who seem to be leading the crowd.
- Detect pushing, arguments or other inflammatory actions or behavior.
- Detect rumors.
- Detect environmental catastrophes such as fire.
- Detect constricted or blocked ingress and egress points.
- Use good judgment and officer safety principals.
- Communicate what they see or detect regularly with their security team members.

A Security Professional’s interaction with a crowd is the key to the assessment process and your ability to maintain order. By using good customer service skills, you can establish goodwill within the crowd, making it easier to assess its mood and to recognize any signs that the crowd is escalating.

If crowd participants escalate to the point where they become lawless and are committed to carrying out their objective regardless of the consequences, they are classified as a mob.

5 – DEFINING TYPES OF MOBS

A crowd transforms into a mob when the members of the crowd are instilled with a common purpose or intent and are committed to carrying out their objective, regardless of the consequences.
Typically, crowds change into mobs due to:

- A forceful crowd leader.
- The appearance of an individual of importance to the crowd.
- An act of violence.

Mobs are classified into three categories:

1. Aggressive Mobs
2. Escape Mobs
3. Acquisitive Mobs

An **Aggressive Mob** is a large group that violently riots and terrorizes.

*Example:* The aftermath of the 1992 verdict in Los Angeles when Police Officers were found innocent of any wrong doing during the arrest of Rodney King. Mobs erupted throughout Los Angeles, causing millions of dollars in damage to the city and injuring hundreds of people.

*Associated behaviors:*

- Decisions made as individuals, as a group or via central leadership.
- Loud vocalizations and threats.
- Violent acts.
- Large scale destruction of property.
- Disregard for authority.
- Aggressive, agitated, and uncooperative.

An **Escape Mob** is a mob in a state of panic. In their attempt to secure safety by flight, members of an escape mob may lose their power of reasoning.

*Example:* This may occur during a shooting, fire, or natural disaster.

*Associated behaviors:*

- Decisions made based on personal needs and preferences of the individual.
- Loud vocalizations and screams for help or assistance.
- Violent acts – may be caused by fear and not be intentional acts.
- Large scale destruction of property – may be caused by fear and not be intentional acts.
- Disregard for authority – fearful state of mind – may be incapable of recognizing or reacting to an authority figure's command.
- Disorganized, panicked, unreasonable.

An **Acquisitive Mob** is a mob motivated by a desire to acquire something.

*Example:* The breaking of a department store window by a large group of people whose goal is to loot merchandise from the store.
Associated behaviors:

- Decisions made as individuals, as a group or via central leadership.
- Violent acts committed to obtain something of value.
- Property destruction committed to obtain something of value.
- Disregard for authority.
- Opportunistic and uncooperative.

The formation of an Expressive Crowd, Aggressive Crowd or Mob at your shopping center is a police event. If one should form on your property, please note the following:

- **Contact the Police immediately** – Security Professionals are not Police Officers and do not have the same authority, equipment or training the Police Officers have to respond to these situations.
- **Supervision** – The patrol officer-in-charge (or higher level department personnel) should take charge of the security response to crowd situations on scene as safety allows.
- **Monitor personal safety** – If a Security Professional determines that the safety of mall customers, merchants, or his own person is in jeopardy, they should, in coordination with any other security personnel, disengage from the crowd.
- **Isolate the Crowd** – Security Professionals should attempt to isolate the area occupied by the crowd, directing customers and merchants away from the affected area.
- **Collect CCTV footage** – If CCTV is available, record the mob’s actions in anticipation of prosecuting the offenders.
- **Ongoing Communications** – Security Professionals should continue to update the Video Patrol Officer and Supervisor on the crowd’s/mob’s actions and his or her ongoing actions in response.
- **Coordinate Response with Police** – The Video Patrol Officer or on-site Supervisor will coordinate with the Police Department, sharing any information given by the responding Security Professionals.
- **Police serve as incident commanders** – When the Police Department arrives, they will take over the response to the incident. The Security Department will work with the Police Department to resolve the incident.

6 – **SPECIAL EVENTS**

As we have discussed in earlier portions of this module, crowds form both as part of planned events and spontaneously due to a wide range of reasons. When events are scheduled at your shopping center, the Security Director works with center management and, in some cases, the local authorities to create a formal event plan.

The management of the crowd’s dynamics during an event is key to its success. The event plan will address this, answering questions such as:

- Where will people likely be coming from prior to crowding together?
- Where will people first begin to crowd together?
- What path of travel is necessary to keep people flowing and make efficient use of space?
SECURITY TRAINING BULLETIN
CROWD MANAGEMENT

- Are there any “choke points” – objects, activities, points of interest that will cause a “bottle neck”?
- Is “crowd fairness” addressed – “first come first served”, safeguards against line jumpers, etc.?
- Hazards – Are there any hazards caused by or exacerbated by the actual crowd management provisions:
  - “Crush points” where the force of the moving crowd could compress people who are blocked by barriers of some sort.
  - People crowded into an area, room, structure, etc., that cannot be cleared quickly enough if fire, gunshots, etc. were to break out.
  - Have crowd movement posts been properly selected – spots where Security Professionals should be to block crowd from moving into restricted areas, to watch for line jumpers or other breakdowns in orderliness, to direct movement of persons when they might otherwise slow down or take a wrong turn or entrance, to manage any activity spot – like ticket booths or areas where celebrities might be spotted or locations of closest approach to celebrities.

*Note:* If you are responsible for an area where you detect that the line is “bottle necking” or you identify factors which may lead to the formation of “crush points”, contact your supervisor immediately.

When preparing for a special event, Security Professionals should be aware of or participate in the following:

- **Pre-event Briefing** – The event commander or his designee will provide you with a briefing prior to the event and explain the security staff’s role and duties.
- **Chain of Command** – Events will have a chain of command in place – event commander, supervisors who visit each post assignment, cycling through constantly to watch for problems or poor performance.
- **General Orders** – There may be General Orders or other types of directions, duties, procedures for each post assignment. Security Professionals and Video Patrol Officers are to be familiar with any such orders related to the event.
- **Review the Plan** – Security Professionals and Video Patrol Officers should review the plan that details all posts, zones and crowd movement measures, including the “flow chart” of how and where crowds should move, and highlighted “hotspots” – special watch areas for crowd problems, access problems, etc.
- **Special Guard Spots** – Security Professionals may be assigned to a special post outside dressing rooms, near where limos are parked, etc.
- **Access Control** – Security personnel are responsible for maintaining access control to the event. The event plan should address and Security Professionals and Video Patrol Officers should be aware of:
  - How and where will people sneak in?
  - Where are areas to which access is restricted?
**The Media** – Press may be exempt from the measures that apply to the public. They may have special credentials or access to the event. Security Professionals and Video Patrol Officers must be aware of the specific procedures related to the media at the event.

**Client and Event Personnel** – Security Professionals should be aware that client and event personnel may be exempt to the security measures that affect the public. They may have special access to restricted areas. A Supervisor will brief you prior to the event and describe any such exemptions.

**Evacuation Plan** – An event-specific evacuation plan may be created to address anticipated crowd numbers, event locations, crowd movement, the restrictive crowd management tools, and the specific venue. Security Professionals are to review this plan and be prepared to act if called upon to do so.

**Spontaneous Movement Toward Attractions** – Review the measures established in the event plan to handle spontaneous movement toward attractions – stages, table where someone is signing something, parking areas where celebs might arrive, etc.

**Police** – The Police will be briefed on the layout of the event and notified in advance of where anticipated problem spots might be. Know where the Police are located and how to contact them quickly.

Security Professionals have responsibilities during a special event that include, but are not limited to, the following:

**Have Knowledge of Event and the Shopping Center:**

- Review schedule of event activities.
- Review venue/event diagram, if available.
- Review event-specific policies and procedures.
- Review event-specific alcohol policies and procedures.
- Review event-specific ticketing and credentialing policies.
- Identify key event/facility personnel.
- Maintain control of limited access areas.
- Review available equipment.

**Identify and Mitigate Conflicts:**

- Identify potential problem guests.
- Report potential problem guests to an on-site supervisor.
- React according to policies and procedures regarding problem guests.
- Mitigate credential/ticketing/seating problems.
- Resolve guest complaints/problems.
- Avoid arguments with guests.
- Avoid physical contact with guests.
Risk Management:

- Identify safety hazards.
- Mitigate safety hazards.
- Report safety hazards to supervisor.
- Report incidents and property damage to management.
- Identify medical emergencies.
- Mitigate medical emergencies.
- Report medical emergencies to your supervisor.
- Do not create hazards.
- Ensure you are aware of life-saving equipment (AED) and how to use it.

Manage Crowd Dynamics:

- Adjust to crowd demographics.
- Anticipate crowd activities and behavior.
- Maintain the usability of means of egress.
- Make guests aware of their responsibilities.
- Observe crowd for potential problems.
- Monitor flow of crowd for the duration of the event.
- Recognize potential crowd crush.

Communicate Effectively:

- Employ good listening skills.
- Adapt communication to crowd diversity.
- Adhere to proper written and verbal communication channels.
- Follow supervisor instruction.
- Utilize proper written, verbal, and non-verbal communication techniques.
- Report communication breakdowns to supervisor.
- Be competent with communication equipment.
- Keep communication relevant.
- Communicate with all personnel associated with the event.
- Maintain the integrity of confidential information.
- Recognize non-verbal crowd communication.
- Utilize signage in communication process.
- Respond appropriately to all public address announcements.
- Complete required written documentation.

Respond to Emergencies:

- Maintain guests’ safety as a priority.
- Assist guests with special needs.
- Follow appropriate instructions applicable to fire, weather, earthquake, crowd incidents, terrorism, hazardous materials, transportation mishaps, and power loss.
7 – INCIDENT RESPONSE

If a crowd forms at an incident scene, the initial responding Security Professional should consider the following:

- Officer Safety First.
- Protection of Life and Property.
- Request Back Up – Additional security personnel.
- Request Police Support – If needed.

The Security Professional should assess the crowd and provide the Video Patrol Officer and on-site supervisor with the following information:

- The demeanor of the crowd.
- The size of the crowd.
- Any known weapons.
- The safest route for additional responding Security Professionals.

If safety allows, the Security Professional should then:

- Identify himself and whom he represents to the crowd.
- Communicate his expectations of the crowd and ask for cooperation.
- Isolate the area where the crowd is forming.
- Begin forming a perimeter to manage the crowd.
- Maintain order.
- If possible, disperse the crowd.

Additional Security Professionals and an on-site Supervisor will arrive on seen to assist the initial responding Security Professional. The Supervisor or other ranking member of the Security Department will then take the lead and determine the course of action best suited to manage the crowd.

Shopping centers equipped with a CCTV system should actively scan and record the crowd.

The Security Professional should update the Security Professionals conducting crowd management if pertinent changes within the crowd are seen.

8 – CROWD MANAGEMENT FUNCTIONS

Crowd Management, whether planned or spontaneous, may require on-site Security Professionals to fulfill the following functions:

- Set-up: barricades, stanchions, chains, caution tape, barrels, access points, etc.
- Monitor: people flow, lines, foot traffic, ingress and egress points.
- Respond: customer interactions, give directions, isolate crowds, setup perimeters, coordinate EMS response, conduct evacuations, etc.

9 – SPECIAL HAZARDS
When interacting with crowds remember the following:

- You are outnumbered – You are at a tactical disadvantage. Crowd members will typically outnumber the Security Professionals present at the incident scene.
- Don't get surrounded – Do not allow yourself to become surrounded within an aggressive crowd or mob. Doing so will limit your ability to disengage or defend yourself and may result in serious injury.
- Concealed weapons – Crowds may possess concealed weapons. Awareness is key.
- Weapons of Opportunity – Crowds may use objects within the shopping center as weapons (examples: chairs, tables, fire extinguishers, planters, etc.)

10 – SPECIAL EQUIPMENT

While managing crowding you may need to use one of the following tools:

- **Bullhorn** – to communicate with a crowd you may need to amplify your voice or signal the crowd with a loud siren. Bullhorns are an effective way to accomplish this.
- **Whistles** – Whistles are another effective means of gaining the attention of a crowd. Whistles used during a tactical response tend to break up combatants and disperse crowds.
- **Oleoresin Capsicum** – OC (pepper spray) is a personal defense tool.

OC may be used for personal protection or the immediate protection of other persons during appropriate security incidents. Security Professionals should avoid using OC for the sole purpose of dispersing a crowd. Such use might incite the crowd to escalate, and may also be unlawful.

11 – CROWD DISPERSAL

Typically, casual and cohesive crowds will disperse on their own or when asked politely.

Crowds that are or are perceived to be escalating, including Expressive Crowds, Aggressive Crowds and Mobs, should be dispersed by the police.
INTRODUCTION TO INCIDENT RESPONSE –

REVIEW QUESTIONS

Can you correctly answer the following questions? Check your answers by looking back at the information in this unit.

1. When interacting with a crowd, under what circumstances, if any, would it be acceptable for a Security Professional to use Oleoresin Capsicum (OC)?

2. What mob classification best describes the type of mob that would form due to the panic associated with fleeing from a shooting or natural disaster?

3. How does an Expressive Crowd differ from a Cohesive Crowd?

4. What is the initial action a Security Professional should take when he detects that a crowd or crowding is occurring?

5. Which crowd classification would best describe patrons waiting in a line to take a photograph with Santa Claus?