Crowd Management for Sport and Special Events
MGT-475

Course Design Document

December 2021

Version 1.0

NTED Branded Disclaimer

FEMA's National Training and Education Division (NTED) offers a full catalog of courses at no cost to help build critical skills that responders need to function effectively in mass-consequence events. Course subjects range from Weapons of Mass Destruction (WMD) terrorism, cybersecurity, and agro-terrorism to citizen preparedness and public works. NTED courses include multiple delivery methods: instructor-led (direct deliveries), train-the-trainers (indirect deliveries), customized (conferences and seminars), and web-based. Instructor-led courses are offered in residence (i.e., at a training facility) or through mobile programs, in which courses are brought to state and local jurisdictions that request the training.

The Congressionally-mandated National Domestic Preparedness Consortium (NDPC) and its training partners, including the National Emergency Response and Recovery Training Center (NERRTC) located in College Station, Texas, are one mechanism through which NTED develops and delivers training. NERRTC is a charter member of the NDPC and is dedicated to training state and local emergency response personnel.

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Course Description

Overview

This two-day course is designed for mid- to senior-level public safety officials, venue operators, and other stakeholders that host sport and special events. This course will address crowd management and crowd control considerations before, during, and after an event or incident.

Scope

This training will provide participants with tools and techniques for conducting crowd management and crowd control. Participants will engage in scenario-based activities designed to expand their ability to resolve risks related to crowd management and crowd control. The training is applicable across the United States regardless of the venue size, capacity, or type of event. Those who successfully complete this course should be able to use this training to develop or improve crowd management and crowd control programs for any sport or special event.

Course Goal

The overall goal for this course is to provide crowd management and crowd control methodologies and tools to the course's defined target audience.

Target Audience

The target audience for this course includes the following:

- Sport Venue Managers
- Law Enforcement
- First Responders
- Emergency Managers
- Civic Leaders
- Mid- and Senior-level Managers
- Fire and EMS Responders
- Venue or Event Security
- Venue or Event Professionals
- Local Government
- Hospitality
- Visitors/Welcome Bureau
- County/City Emergency Personnel
- Volunteer Service Organizations
- Mass Transit
- Committee Organizers
- Event Promoters
- Event Planners

Recommended Training

- AWR-167: Sport Event Risk Management
- IS-100: Introduction to the Incident Command System
- IS-200: ICS for Single Resources and Initial Action Incidents (ICS)
- IS-700: An Introduction to the National Incident Management Systems (NIMS)
- IS-800: National Response Framework, an Introduction

Course Length

This course is 16 hours.

Course Prerequisites

None required.

Instructor-to-Participant Ratio

The recommended instructor-to-participant ratio for this course is 1 to 20, with a maximum of 42 participants.

Delivery Methods

Course delivery consists of lectures, group discussions, and participant activities.

Required Materials/Facilities

- Participant Guide
- Participant Packet
- Note-taking sheets (optional)
- Pre- and Post-Tests
- Course assessment forms
- Name tents
- Tape
- Large venue map
- Pens
- Colored pencils
- Laptop
- Projector
- Projector screen
- Extension cord and power strip
- Audio equipment: sound system connections or portable laptop speakers

Facilities should be set-up to facilitate discussion among participants. If necessary, the instructional staff can provide a laptop and a projector. The delivery location must provide, at a minimum, a venue suitable for the course (i.e., classroom style, comfortable temperature, adequate lighting, clean whiteboards, etc.), the number of participants, tables and seating for team interactions, and a projection screen.

Continuing Education Information

TEEX has been approved as an Authorized Provider by the International Association for Continuing Education and Training (IACET), 1760 Old Meadow Road, Suite 500, McLean, VA 22102.

In obtaining this approval, TEEX has demonstrated that it complies with the ANSI/IACET 1-2007 Standard which is widely recognized as the Standard of good practice internationally. As a result of their Authorized Provider membership status, TEEX is authorized to offer IACET CEUs for its programs that qualify under the ANSI/IACET 1-2007 Standard.

TEEX is authorized by International Association for Continuing Education and Training (IACET) to offer 1.6 CEUs for this program.

Course Objectives

Upon successful completion of the course, participants will be able to:

1. Explain crowd management and crowd control terms and concepts, as well as teh dynamic interaction between the crowd, venue, event, and staff as related to crowd management and crowd control for sport and special events.

2. Analyze an event using the DIME-ICE Risk Model.

3. Determine how crowd dynamics and decision-making influence crowd risk.

4. Develop crowd management techniques for sport and special events.

5. Plan for resolving public disorder in sport and special events.

6. Construct strategies for crowd management and crowd control related to a given scenario.

Registration and Attendance

Attendance is crucial in order to receive credit for this course. All participants must complete registration prior to the beginning of the course, sign the attendance roster for each day of the course, attend 80 percent of the course hours, and complete the evaluation at the end of the course in order to receive a certificate of completion.Participants will register for the course online (https://teex.org/dhs-fema-funded). Under the training tab, participants will:

1. Select **DHS/FEMA-Funded**.

2. Select the course and click the **Register** button. **Note:** Participants will be asked to log into *myTEEX Student Portal* with their existing TEEX account (or create an account if they are new students).

3. Read the Class Information page to ensure you are enrolling in the correct session and location. Select **Continue**. On the Class Fees and Options page, select **Continue**.

4. Enter your information on the Participant Information page. Select **Continue**.

5. Enter the Order Details and Payment Options then select **Finish**.

A FEMA Student Identification Number (SID) is required to register for and participate in any training provided by FEMA agencies. All FEMA training providers, registration systems, and enrollment procedures are required to use this FEMA SID, which can be obtained online (https://cdp.dhs.gov/femasid/Register.aspx) or with TEEX assistance upon arrival for class.

Testing and Certification

The instructor will use oral questioning during the presentation of each module to assess participants' mastery of the material. Problem areas identified during questioning will be reviewed in further detail. The course activities within each module assess participant understanding and apply knowledge obtained during the module. Discussion of responses further allows the instructor to assess mastery of the module material.

Following DHS standards, pre- and post-tests are given to measure participants' understanding of the material. Participants are required to score a 70% or better on the post-test in order to receive a course certificate of completion. If a participant scores below 70% the instructor(s) are available to provide remediation with the student to address specific areas of emphasis. Two additional attempts at passing the post-test will be allowed. If the participant still scores below 70% after the two post-test re-takes, a course certificate of completion will not be issued and the participant must re-take the course at a future date and pass the post-test to receive the course certificate of completion.

Evaluation Strategy

This course concludes with a survey of individual participants using the DHS/FEMA National Preparedness Directorate/National Training and Education Division (NPD/NTED) Kirkpatrick Level I evaluation form. This evaluation utilizes a 5-point Likert-type scale to evaluate the course, instructor performance and course benefit. Kirkpatrick Level II evaluations are conducted through the administration of pre- and post-course exams. Level III evaluations will be conducted by email surveys approximately 90 days following the conclusion of the course.

Course References

Module 1 References

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Module 2 References

- Entertainment Services and Technology Association (ESTA), & Event Safety Alliance (ESA). 2020. *Event safety Alliance ANSI ES1.9-2020 Crowd Management*. Event Safety Alliance. https://www.eventsafetyalliance.org (accessed August 16, 2021).

- Still, G. K. 2014. *Introduction to Crowd Science. 1st Edition*. CRC Press.

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Module 3 References

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Module 4 References

- Entertainment Services and Technology Association (ESTA), & Event Safety Alliance (ESA). 2020. *Event safety Alliance ANSI ES1.9-2020 Crowd Management*. Event Safety Alliance. https://www.eventsafetyalliance.org (accessed August 16, 2021).

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Module 5 References

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Module 6 References

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Course Structure/Content Outline

Module 1: Introduction to Crowd Management and Crowd Control

A. Introduction

   1. Scope Statement

   2. Terminal Learning Objectives (TLO)

   3. Enabling Learning Objectives (ELO)

B. Case Study: Big Day Out

C. Common Crowd Control Myths

D. Defining Crowds

E. Crowd Management and Crowd Control Terminology

   1. Key Terms

F. Stakeholders for Crowd Management and Crowd Control

   1. Stakeholder Categories

G. Security Perimeters

   1. Venue Security Perimeter Zones

   2. Other Considerations

H. NCS[4] Security Risk Pyramid

   1. Venue Characteristics

   2. Event Characteristics

   3. Staff Characteristics

   4. Crowd Characteristics

I. Summary

Module 2: Planning Considerations

A. Introduction

   1. Scope Statement

   2. Terminal Learning Objectives (TLO)

   3. Enabling Learning Objectives (ELO)

B. Planning for Crowds

   1. Risk Mitigation

C. Prepared Planning vs. Impromptu Planning

    D. Planning Factors

        1. Governance

        2. Policies

        3. Legal Considerations

    E. DIME-ICE

        1. The Four Primary Influences on Crowd Behavior

        2. The Three Primary Phases of Crowd Movement

    F. Applying DIME-ICE

    G. Summary

Module 3: Crowd Dynamics

    A. Introduction

        1. Scope Statement

        2. Terminal Learning Objectives (TLO)

        3. Enabling Learning Objectives (ELO)

    B. Overview of Crowd Dynamics

    C. Crowd Types

    D. Individual and Collective Behavior

        1. OODA Loop

        2. 10-80-10 Theory of Emergency Response

    E. Factors of Crowd Dynamics

    F. Crowd Density

    G. Flow Rates

    H. Estimating Crowds

    I. Urban Citizens Concert Scenario

    J. Summary

Module 4: Crowd Management

    A. Introduction

        1. Scope Statement

        2. Terminal Learning Objectives (TLO)

        3. Enabling Learning Objectives (ELO)

    B. Goal of Crowd Management

C. Crowd Manager

1. Crowd Manager Tools

D. Tools and Technology

1. Physical Barriers

2. Technologies

E. Queue Management

1. Queue Psychology

2. Types of Queues

3. Estimating Queues

F. Management of Pedestrian and Vehicular Movement

G. Summary

Module 5: Crowd Control

A. Introduction

1. Scope Statement

2. Terminal Learning Objectives (TLO)

3. Enabling Learning Objectives (ELO)

B. Crowd Management and Crowd Control Differences

C. Case Study: Harvard vs. Yale Football Game Protest

D. Transitional Moment

E. Crowd Control Strategies and Objectives

1. De-escalation

2. Facilitation

3. Containment

4. Dispersal/Re-location

F. Roles and Responsibilities of Event Staff and Security

G. Controversial Speaker at a University Scenario

H. Summary

Module 6: Capstone

A. Introduction

1. Scope Statement

2. Terminal Learning Objectives (TLO)

3. Enabling Learning Objectives (ELO)

B. Capstone Exercise Scenario

C. Situation Update #1

D. Situation Update #2

E. Situation Update #3

F. Module Summary

G. Summary

Course Design Matrix

Module 1: Introduction to Crowd Management and Crowd Control

Scope Statement

The goal of this module is to provide an overview of concepts of crowd management and crowd control and enable participants to understand and familiarize themselves with related terms for events and venues. Specifically, participants will explore the interaction between the crowd, venue, event and staff relative to crowd management and crowd control.

Terminal Learning Objective

Upon successful completion of this module, the participant will be able to explain crowd management and crowd control terms and concepts, as well as the dynamic interaction between the crowd, venue, event, and staff as related to crowd management and crowd control for sport and special events.

Enabling Learning Objectives

1. Evaluate the impact of a crowd-related incident.
2. Discuss common myths of crowd behavior.
3. Define key terminology for crowd management and crowd control.
4. Differentiate the zone elements for effective crowd management based on the venue security perimeters.
5. Apply the NCS^4 Security Risk Pyramid to a given scenario.

Lesson Topics

- Common crowd control myths
- Crowd management and crowd control strategies and terminology
- Stakeholders for crowd management and crowd control
- Security perimeters and the NCS^4 security risk pyramid

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to gauge participant knowledge of crowd management and crowd control principles.

Module 2: Planning Considerations

Scope Statement

The goal of this module is to prepare participants to address crowd management and crowd development plans and processes. Participants will review planning needs and techniques for sport and special events.

Terminal Learning Objective

Upon successful completion of this module, the participant will be able to examine planning factors and analyze a case study using the DIME-ICE Risk Model.

Enabling Learning Objectives

1.   Identify crowd management planning factors.

2.   Comprehend the elements of planning using the DIME-ICE Risk Model.

3.   Apply the DIME-ICE Model to plan for a given case study.

Lesson Topics

•   Stakeholders necessary for effective planning
•   Planning factors
•   Applying the DIME-ICE Risk Model

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to gauge participant knowledge of crowd management and crowd control principles.

Module 3: Crowd Dynamics

Scope Statement

The goal of this module is to provide an overview of individual and crowd behavior, characterize crowds, and determine how the dynamic interaction between the venue, event, staff, and crowd type influence risk. Participants will engage in scenario-based activities aimed at assessing crowds and risk to identify potential mitigation strategies.

Terminal Learning Objective

Upon successful completion of this module, the participant will determine how crowd dynamics and decision-making contributes to crowd risk and crowd management for sport and special events.

Enabling Learning Objectives

1. Identify the type of crowd based on a given description.

2. Describe how first-, second-, and third-person reactions influence crowd behavior in a crisis situation.

3. Demonstrate the impact density has on a crowd

4. Calculate the flow rate for a given scenario.

5. Assess how crowd types and decision-making contribute to crowd dynamics for a given scenario.

Lesson Topics
- Crowd Psychology
- Types of crowds and crowd behavior
- Estimating crowds
- Calculating flow rates

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to gauge participant knowledge of crowd management and crowd control principles.

Module 4: Crowd Management

Scope Statement

The goal of this module is to equip participants with successful crowd management techniques for sport and special events. Participants will develop an understanding of crowds, crowd management roles, and traffic management planning.

Terminal Learning Objective

Upon successful completion of this module, the participant will be able to develop crowd management techniques for sport and special events.

Enabling Learning Objectives

1. Define the roles and responsibilities of a crowd manager.

2. Determine possible uses of tools and technologies for assisting with crowd management for an event or incident.

3. Recommend a pedestrian and vehicular traffic site plan for a given scenario.

Lesson Topics

- Roles and responsibilities of a crowd manager
- Crowd management tools and technologies
- Queue management
- Management of pedestrian and vehicular movement

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to gauge participant knowledge of crowd management and crowd control principles.

Module 5: Crowd Control

Scope Statement

The goal of this module is to define the transitional moment from crowd management to crowd control. Participants will engage in activities designed to explore the relationship between crowd management and crowd control and how strategies can be leveraged for crowd control.

Terminal Learning Objective

Upon successful completion of this module, the participant will be able to plan for resolving public disorder in sport and special events.

Enabling Learning Objectives

1. Evaluate crowd control actions in a given case study.

2. Identify de-escalation techniques used to prevent, reduce, or manage different conflict-associated behaviors.

3. Determine which crowd control strategies should be used in a given scenario.

Lesson Topics

*   Transition from crowd management to crowd control
*   Crowd strategies and objectives
*   Duties and responsibilities of event staff and law enforcement

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to gauge participant knowledge of crowd management and crowd control principles.

Module 6: Capstone

Scope Statement

The goal of this module is to combine foundational knowledge of crowd management and crowd control principles, characteristics of crowds, venues, events, and staff, and strategies for effective crowd management and crowd control to respond to scenario-based capstone activities.

Terminal Learning Objective

Upon successful completion of this module, the participant will be able to construct strategies for crowd management and crowd control related to a given scenario.

Enabling Learning Objectives

1. Identify crowd management and crowd control concepts with the dynamic interaction between the crowd, venue, event, and staff for a given scenario.

2. Recommend crowd management and crowd control processes for a sport or special event in a given scenario.

3. Determine how the dynamic interaction between the venue, event, staff, and crowd type influences crowd risk for a given scenario.

4. Evaluate crowd management techniques for a given scenario.

5. Justify crowd control strategies in order to mitigate risks inherent in public disorder for a given scenario.

Lesson Topics

- Crowd management and crowd control concepts
- Interactions between crowd, venue, event, and staff
- Influences of crowd risk
- Crowd management techniques, tactics, and procedures
- Crowd control strategies

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of the capstone activity is to provide participants the opportunity to test their knowledge of crowd management and crowd control. Participants will use key concepts, processes and plans, crowd dynamics, and various techniques, tactics, procedures, and strategies to address risks involved in crowd management and crowd control. Participants will complete the capstone by way of a functional role-playing scenario-based exercise designed to incorporate all knowledge gained from this course.

Course Agenda

Day 1

- 8:00 – 9:00—Module 0: Introduction and Orientation, Pre-Test
- 9:00 – 10:00—Module 1: Introduction to Crowd Management and Crowd Control
- 10:00 – 10:15—*Break*
- 10:15 – 12:00—Module 2: Planning Considerations
- 12:00 – 1:00—*Lunch*
- 1:00 – 1:45—Module 2: Planning Considerations *(Continued)*
- 1:45 – 2:30—Module 3: Crowd Dynamics
- 2:30 – 2:45—*Break*
- 2:45 – 4:00—Module 3: Crowd Dynamics *(Continued)*
- 4:00 - 5:00—Module 4: Crowd Management

Day 2

- 8:00 – 9:00—Module 4: Crowd Management *(Continued)*
- 9:00 – 10:30—Module 5: Crowd Control
- 10:30 – 10:45—*Break*
- 10:45 – 12:00—Module 6: C*apstone*
- 12:00 – 1:00—*Lunch*
- 1:00 – 3:00—Module 6: Capstone *(Continued)*
- 3:00 – 3:15—*Break*
- 3:15 – 4:00—Module 6: Capstone *(Continued)*
- 4:00 – 5:00—Course Review, Post-Test