

**Your Role & Responsibilities as a Crowd Manager per NFPA**

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**ANNOUNCEMENT**

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**Introduction / History**

Vincent Quintero, DSFM, CFI  
Fire Safety Training Officer  
RI State Fire Marshal's Office

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## Objectives

- What is Crowd Management?
- Why is it necessary?
- Does perception have a role in why crowd management is a necessity?
- What is the difference between crowd management and crowd control?
- When are crowds most deadly?

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- The following five slides are the most common visible

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## RIGL 23-28.2-14. Enforcement.

- d) The following categories of violation of the Fire Safety Code that can be identified through inspection shall be considered **criminal violations** of the Fire Safety Code and be subject to the above issuance of citations:

Refer to Handout Identified as "Title 23 Health and Safety Chapter. 23-28.2" for full disclosure  
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## Impediment To Egress



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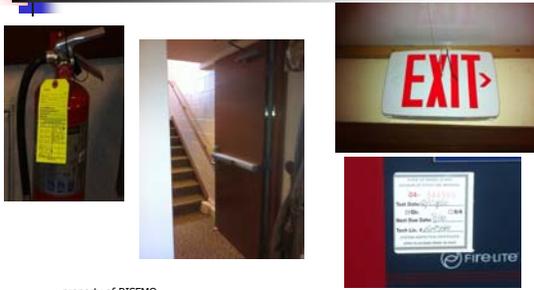
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## Maintenance



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## Fire Dept. Access & Water Supply



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## Fire Protection Systems

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## Admission Supervised

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## RIGL 23-28.2-14. Fines

- 1) 1<sup>st</sup>. Offense \$250.00 fine for each violation within a 60 month period
- 2) 2<sup>nd</sup>. Offense \$500.00 fine for each violation within a 60 month period
- 3) 3<sup>rd</sup>. Offense \$1000.00 fine for each violation within a 60 month period **PLUS** a mandatory court appearance

Refer to Handout Identified as "Title 23 Health and Safety Chapter 23-28.2" for full disclosure  
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**Assessment Question**

Can anyone tell me what they think a Crowd Manager is or does?

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**What is a Crowd Manager?**

A common definitions as defined by Webster's:

*"Crowd: A number of persons congregated or collected into a close body without order; a throng."*

*"Manager: One who manages; a conductor or director; as, the manager of a theater."*

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**What is a Crowd Manager? Really!**

A Crowd Manager is the person responsible for defining his establishment's emergency plan for evacuation. He or she is also responsible for ensuring that the employees are properly understand their roles in crowd management is assisting directing the crowd in an orderly manner for evacuation.

This usually begins with:

- Design
- Operating Features
- Peoples Natural Behaviors
- Understanding crowds reason
- Motivation of it's members

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## Who is a Crowd Manager?



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## RATIO (new)

- NFPA 101 12/13.7.6.1 Assembly occupancies **shall** be provided with a minimum of one trained crowd manager or crowd manager supervisor. Where the occupant load exceeds **250**, additional trained crowd managers or crowd manager supervisors shall be provided at a ratio of **1** crowd manager/supervisor for every **250** occupants, unless otherwise permitted by the following:
  - (1) This requirement shall not apply to assembly occupancies used exclusively for religious worship with an occupant load not exceeding 2000.
  - (2) The ratio of trained crowd managers to occupants shall be permitted to be reduced where, in the opinion of the authority having jurisdiction, the existence of an approved, supervised automatic sprinkler system and the nature of the event warrant.

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## Assembly

A common definition as defined by Webster's:

*"A company of persons collected together in one place, and usually for some common purpose, especially for deliberation and legislation, for worship, or for social entertainment."*

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## Occupancy

A common definition as defined by Webster's:

*"The state or condition of being occupied; as, occupancy by more than 250 people is dangerous and unlawful."*

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## What is an Assembly Occupancy?

According to NFPA Code 101 - 3.3.152.2 and NFPA 1 - 3.3.170.3, Assembly Occupancy:

*"An occupancy (1) used for a gathering of 50 or more persons for deliberation, worship, entertainment, eating, drinking, amusement, awaiting transportation, or similar uses; or (2) used as a special amusement building, regardless of occupant load."*

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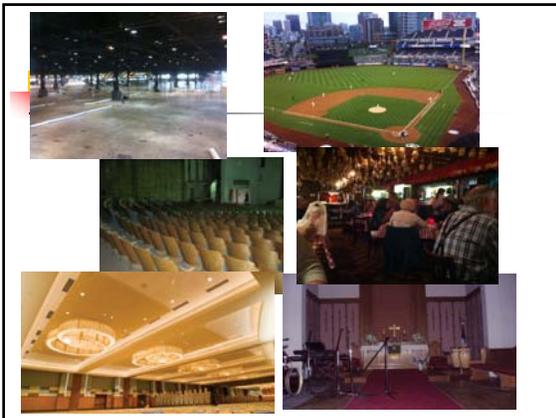
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## Training Requirements

According to the NFPA Code 101 - 12/13.7.6.2 and Code 1- 20.1.5.6.2:

*"The crowd manager shall receive approved training in crowd management techniques."*

Additionally NFPA 101 - A.12/13.7.7 and NFPA 1-A.20.1.5.8 :

*"It is important that an adequate number of competent attendants are on duty at all times when the assembly occupancy is occupied."*

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## Crowd Management and Event Planning Points

1. **Investigate** – data collection
2. **Analyze** – Data collected & variable ID
3. **Plan** – choice or chance planning
4. **Communicate** – meetings, briefings through various forms
5. **Execute** – Put plan in motion
6. **Supervise** – role of each manager
7. **Crisis Management Program** – should something happen/what is my plan?
8. **Assess** the plan – debrief/walk-through.

These 8 Steps are from: Larry B. Perkins, CFE, CPP, CMP "Crowd Safety & Survival" Practical Event & Public Gathering Safety Tips.

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## 7 Steps to Crowd Management Planning

- 1) Expected number of occupants to a space
- 2) Groups Behavior
- 3) Assessment of the adequacy of assembly area
- 4) Means of ingress / egress



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## 7 Steps to Crowd Management Planning

- 5) Processing procedures such as ticket collection & security screening
- 6) Staffing
- 7) Means of Communication



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## Training Program

- NFPA 101 A.12.7.6 The training program in crowd management should develop a clear appreciation of factors of **space, energy, time,** and **information**, as well as specific crowd management techniques such as **metering**. Published guidelines on these factors and techniques are found in the SFPE Handbook of Fire Protection Engineering, Section 3, Chapter 13.

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## TIME

- Certain designs, events, age and population requiring more time to enter/exit, egress points are a factor, widths, corridors, doors.
- Are the crowds going to build rapidly or will there be a slow accumulation?
- Crowds are more dangerous when they are on the move

AVSS / NFPA / Larry Perkins, CFE CPP, CMP  
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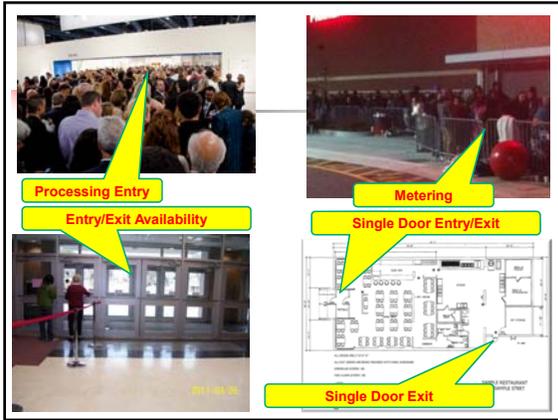
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## SPACE

- Crowd Density: How many people and what space will they occupy (NFPA 7 or 15 sq ft/person)
- Once a person feels that his/her space has been violated (3 sq ft or below) anxiety sets in, and panic soon follows



property of RISFMO These space factors are from AVSS /NFPA/Larry Perkins, CFE CPP, CMP.

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## Evaluation of Space: Max. Occupants

Square Footage or Seats  
20x40 Net Space = 800 Sq. Feet

Sq Ft PP	Seating	OL
3	Waiting Space	266
5	FM Approval	160
7	Concentrated	114
11	Casino	72
15	Less Concentrated	53

**Limitations**

- Three components of the Means of Egress
  - A. E (Exit)
  - B. EA (Exit Access)
  - C. ED (Exit Discharge)
- Remoteness Test (2/3 / 1/2)
- Egress Capacity (num. of exits)

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- [Youtube Videos 2012\The Hillsborough Disaster 1989 Unfolds\[1\].wmv](#)

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### Hillsborough Stadium: Results

- Fans rushed in crushing those already inside of full stadium
- 93 people crushed to death
- 3 others died from injuries

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### Hillsborough Stadium (cont'd)

- Fans rushed in crushing those already inside of full stadium
- 93 people crushed to death
- 3 others died from injuries
- 23 years later: PM David "Cameron said the families had suffered "a double injustice" in the failures of the police, fire officials and other authorities to anticipate the disaster or to contain its scale once it occurred"  
09/12/2012 by New York Times

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## Space Demonstration



Crowd Density:  
How many people will occupy this 6' x 5' 30 sq. ft.  
space?  
(NFPA: 15, 7, 5, 3, 1.5 & 1.3 sq ft/person)

These space example incorporated by Vincent Quinterno, DSFM, CFI

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## ENERGY



- Energy level of the crowd (BAD OR GOOD)
- High-energy level (often a sign of fun) – gets the crowd moving at a faster pace
- Crowd movement is very difficult to stop
- Slower music tends to slow crowds down

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## ENERGY - Good



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 **ENERGY- Bad**

[Bmth oli invited crowd onstage- big crush.mp4](#)

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 **INFORMATION**

- What is needed to have a successful event
- If the event were to be cancelled can all the appropriate personal be notified in time?
- How are you to handle disappointed crowds
- Ticket agencies notification
- Logistics  
AVSS / NFPA / Larry Perkins, CFE, CPP, CMP



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 **Metering**

- Time-based crowd management and control technique used to control the arrival rate of persons at an **"bottleneck"** facility with limited capacity.

Examples: stairs, narrowing corridors, ticket processing, escalators, etc.

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**Metering**

- Must be carefully applied – causes waiting lines on the approach
- Staff communication is a critical aspect of metering

Example: (BART) Bay Area Rapid Transit) train service in California / introduction of the I-Phone / Disney



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- [Youtube Videos 2012\Crowd Control Chaos Muse Concert Perth, 19 December 2010.\[2\].wmv](#)

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**BREAK**

10:00

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## What is Crowd Control

The restriction or limitation of group behavior



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## Crowd Control – Maybe part of the crowd management plan

### Physical



No defined aisle.

### Permanent



Stairs have limited access.

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## Crowd Control, cont.

### Temporary



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 **Crowd Control, cont.**

- May occur as a reaction to a group problem
- Extreme measures to enforce order (i.e. use of force)
- Threat of personal injury or arrest



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 **New Technology**

[5 Million Volt BattleProd Developed For Crowd Control.mp4](#)

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 **Important Note**

- Inappropriate or poorly managed control procedures may precipitate crowd incidents rather than prevent them

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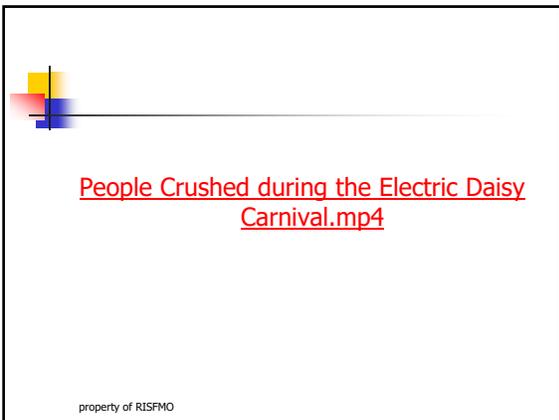
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## Technique – Permanent (Crowd Mgmt.)

security bars, bollards, fencing, cement blocks, design, etc.

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**Fencing**

**Bollards**

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## Technique - Temporary: (Crowd Control or Mgmt.)

stanchions, bicycle racks, ropes, human/animal, staff, barricades, etc.

**Stanchions/Ropes**

**Portable Barricades**

**Human/Animal Staff**

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## Technique (physical)

- Wanding
- Pat-down
- Eye-to-eye contact
- Being part of the crowd
- Law Enforcement
- Security Cameras
- Ushers
- Prevent bottle usage i.e.; plastic/glass

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## Observation (visual)

- Event (alcohol?)
- Time of Day/Year
- Celebration
- Physical appearance
- Age of crowd
- Construction
- Obstructed ingress/egress



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## 4 Areas Most Dangerous During Moving Crowds

1. **Ingress** – is there enough room / how fast can you process crowd / event area
2. **Egress** – is there sufficient room for getting occupants safely in and out of event
3. **Celebration** – when do we interject
4. **Protest** – peaceful or hostile



These crowd movement factors are from Larry B. Perkins, CFE, CPP, CMP "Crowd Safety & Survival" Practical Event & Public Gathering Safety Tips / AVSS

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## Some Factors for Crowd Managers & Crowd Control

- **Crowd Composition**
  - Attract participants who wish to enjoy every event
  - Attract predators in search of victims
  - Attract others with psychological, social or political agendas

Crowd provides some with cover to engage in hostile or aberrant behavior or opportunity to commit crimes or failure of support or barricades (e.g. pickpockets, drug sales, solicitation etc and may result in casualties as in a railing or other structural support failure.

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## Some Factors for Crowd Managers & Crowd Control

### ■ Crowd Psychology

- Crowd to a series of intermeshing cells with limited personal interaction or communication within it either a small cell or dominant cell (i.e. Who Concert Disaster)

**"Lack of front to back communication"**

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## Crowd Categories

### ■ 3 – General Categories

- 1) Critical Occupancy
- 2) Flight Response
- 3) Craze

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## Critical Occupancy

gradual accumulation and overloading of a pedestrian space, beginning at levels below 3 sq. ft. per person until it reaches the plan view area of the human body of about 1.3 to 1.5 sq. ft. per person.

**Examples:** transportation terminals, top of escalators, public events or venues where ingress and assembly are not controlled or holiday shopping fiasco (Wal-Mart), escalator malfunction Emerald Sq. Mall Attleboro MA.

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## Critical Occupancy (cont'd)

Some examples of critical occupancy are:

[Ke\\$ha crowd in Salt Lake City, UT.mp4](#)

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## Critical Crowd Densities

- People walking in a stream require an average of 24.73 Sq. Ft. PP to attain normal walking speed

Sq. Ft.	Minimal Mobility Requirements
10	Walking significantly restricted, speed noticeably reduced
4.95	Max. capacity of corridor or walkway, moving at a shifting gait
<4.95	Individual pedestrian mobility is increasingly restricted
3	Involuntary contact and brushing against others, generally avoided
<2	Dangerous crowd forces and psychological pressures begin to develop

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## Flight Response

people are fleeing from either a real threat, such as a fire or explosion, or from a perceived, but otherwise non-threatening event. May also, be labeled as panics and stampedes.

**Examples:** fire, explosions, power outages, structural failures, group altercations, police actions, severe weather conditions  
E2 Nightclub Incident, Chicago – February 2003 – (Flight Response), May 2009 Russian Nightclub Fire, January 2010 Club Element, Providence, RI

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## Flight Response (cont'd)

- While watching the following video, please see if you can guess what is happening?

[Club Element\Player.exe](#)

- A. Is The Fire Alarm is sounding
- B. Is A fight is taking place
- C. Are Gun shots occurring
- D. All of the above
- E. None of the above

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## Craze

- Is a competitive RUSH to obtain some highly valued objective. Such as;
  - viewing celebrities
  - entry into a popular event or establishment
  - more unfortunate where supplies are being distributed in the event of a disaster

Fatalities usually occur at the points of ingress, doors, ticket collection, or other pedestrians elements in the path between the crowd and it's intended objective are overwhelmed

**Examples:**  
 Hillsborough Stadium, Sheffield England 1989 – (Overcrowding)  
 Pearl Jam Concert, Roskilde, Denmark, 2000 (Festival Seating - Crowd Crush), 2010 Haiti Earthquake, February 2010 Emerald Square Mall, MA.

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## Other Examples

- DuPont Plaza Hotel Fire, San Juan, Puerto Rico, 1986 – (Flight Response)
- Stalin's Funeral 1953 – (Viewing – BAD)
- Pope John Paul II 2005 – (Viewing – GOOD)
- City College of New York Gymnasium, 1991 (Stairs)

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- [Youtube Videos 2012\Disastrous Bleacher Collapse with 500 people in Brazil\[1\].wmv](#)

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### Festival Seating

- A form of audience / spectator accommodation in which no seating, other than a floor or finished ground level, is provided for the audience / spectators gathered to observe a performance.



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### Festival Seating (cont'd)

Other venues have installed crowd access and safety zones along the front of the stage, with some extending the zone out into the audience in "T" and "H" configuration.

Also, with the use of "Jumbo-Tron" now the audience can view what is actually taken place

A good example is the New York City Central Park event series.

- Each year has several events which include Festival Seating.
- They create a 12' aisle to divide the crowd this allows emergency personal access the critical areas for extrication.

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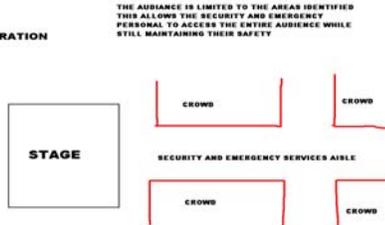
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## Design and Planning

Lets look at ways to effectively plan and design for crowd control and management with Festival Seating..

### H - CONFIGURATION



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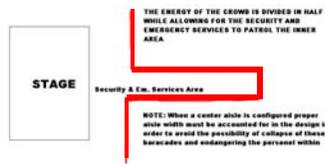
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## Design and Planning (cont'd)

Another design example.

### T - SHADED BARACADE CONFIGURATION



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## Design and Planning (cont'd)



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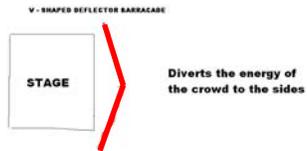
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## Design and Planning (cont'd)

Another design example.



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## Did They Have a Plan?



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**BREAK**

10:00

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## Crowd Management Phases

### ■ Three Phases

- 1) Venue Design
- 2) Pre-event planning
- 3) Event itself

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## Venue Design (Architect, Stakeholders & AHJ)

- Circulation "Tree" Design – flow chart
- Movement Pathways – simple and direct
- Pressure Point Hazards – must be avoided
- Determine Location of Crowd Mgmt. Ctr. – max. view of venue
- Backup Standby Power – public address system must be included
- Emergency Medical Facilities – sufficient to handle routine accidents

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## Examples of Venue Design (indoors)

### OPEN PLAN / LITTLE OBSTRUCTIONS



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### TRADITIONAL – DIRECTION SIMPLE



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### Pre-event Planning

- Operational Planning – volume, pathways, crowd densities, anticipated crowd behavior, appropriate staffing
- General Admission Events – should be avoided because they introduce “competition”
- Staffing Levels – depends on anticipated crowd
- Weather Conditions – extreme conditions either before, during and after event

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### [Crowd safety expert.mp4](#)

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## Insightful Thought?

What are some of the obstacles you might face here in the building that may require you to delay / cancel a show?

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## Examples of Operational Planning



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## Event Itself

**Communications failures** are usually the major cause in all serious crowd incidents – staff constantly monitoring, CCTV, extra-large TV screens, public address system, security should be connected with the venue communications – (mixed / no message / OOPS)



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### Example of Communication

**Good**



**Bad**



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### Safety Requirements

- Adequate Number of Exits
- Marked Exits
- Clear Exit Paths
- Doors Must Swing Out
- Panic hardware (100 people or more)
- Occupancy Posting
- Alarm System
- Emergency Lighting
- Safety Announcement





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### Safety Announcement

- **NFPA 101 12/13.7.7.3\* NFPA 1 20.1.4.6.3\*** In the following assembly occupancies, an audible announcement shall be made, or a projected image shall be shown, prior to the start of each program that notifies occupants of the location of the exits to be used in case of a fire or other emergency:
  - (1) Theaters
  - (2) Motion picture theaters
  - (3) Auditoriums
  - (4) Other similar assembly occupancies with occupant loads exceeding 300 where there are noncontinuous programs.
- **12/13.7.7.4** The requirement of 12.7.7.3 shall not apply to assembly occupancies in schools where used for nonpublic events.

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## Safety Announcements Example



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## Self-Assessment: Ask yourself this;

Is our job **LUCK** or **CHANCE**?



What can we do to eliminate luck and/or chance?

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## Safety Assessments Prior to the Event

Did you check:

- Exit Signs
- Exit Doors Clear of Obstructions & Operational
- Exit Paths Clear
- Fire Alarm System Operational
- Sprinkler System Operational



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### Safety Assessments Prior to the Event (cont'd)

Walk the outside of the building:

- Is it adequately illuminated?
- Is it clear of obstructions?
- Is there a designated meeting place once outside?
- Are the streets clear for emergency apparatus?



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### Safety Assessments During the Event

Prevent overcrowding by:

- Monitoring** the amount of people
- Walk** the rooms / confirm that the exit paths are staying clear.
- Educate** employees - importance of maintaining that exits
- Make this part of your **corporate culture**, and
- Look** for challenging situations that could lead to an emergency.



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### Some Non-Fire Emergencies that May / May not require Evacuation

- **Disasters ( Natural and Man made)**
- **Weather**
- **Building Power Outages**
- **Haz-Mat Incidents**
- **All forms of Terrorism**
- **Suspicious Packages**



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## Team Approach – Game Planning Process

- Identify planning team input sources
- Minimum 72 hours for routine productions
- Promoter or Sponsor
- Public Safety agencies that hold a functional stake
- Pyrotechnics
- Fireworks
  - Airport
  - Military Installation
  - Water

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[People stuffed onto a train in Tokyo, Japan \(train stuffing Tokyo\).mp4](#)

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## Advantages of Team Approach

- Sense of Ownership (more likely to follow the Plan)
- Greater Resources (knowledge and expertise likely to result in more successful event)
- Cooperative Relationships (closer professional relationships established during planning should translate into better cooperation in an emergency)

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## Emergency Action Plan (EAP)

THIS PLAN WILL DESCRIBE WHAT ACTIONS SPECIFIC EMPLOYEES WILL UNDERTAKE IN THE EVENT OF AN EMERGENCY



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## Purpose of an EAP

- Serves **six** primary functions:
  1. Provide life safety and protection
  2. Mitigate, minimize and/or eliminate damage and harm
  3. Provide for emergency preparedness, prevention, response and recovery
  4. Meet and exceed mandated regulation
  5. Provide clear explicit and external communication
  6. Reduce liabilities and loss

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## Public Assembly Requirements

The following are some public assembly requirements (this list is not all inclusive):

- Inform Public where the exits are located
- Have properly working fire alarm devices/system
- Have an evacuation plan established for every emergency situation
- Have unobstructed, well marked exits
- Train employees in crowd control techniques
- Train employees in fire extinguisher use
- Establish a meeting place

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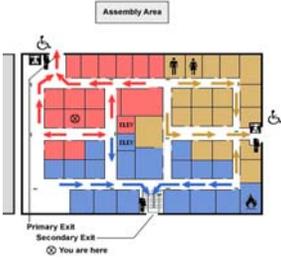
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## Evacuation Diagrams

At a minimum...

- Shows Occupants where all exits maybe located
- Provides closest exit location from their current location



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## Portable Fire Extinguishers

- The State Fire Marshal's Office does not advocate for fire extinguisher usage but advise the members to dial **911** and then safety evacuate the premises.
- In the event that a fire extinguisher is used, the following slide will demonstrate proper usage.

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## Portable Fire Extinguishers

- P** – pull the pin
- A** – at the base of the fire
- S** – squeeze the handle
- S** – sweep side to side



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## Sample New License



State of Rhode Island  
and  
Providence Plantations

Crowd Managers Training per National Fire  
Protection Association Standards

Dianne Jones  
# 265

First number is the  
issue year – renewal in  
3 - years

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## Summarize

- **Planning** - the key to preventing needless tragedies. Expect the unexpected, know the crowds.
- **Think outside the box** – what could someone in the crowd do that could impact on the safety of others?
- **Training – practicing – drilling** the employees will ensure they handle their duties calmly, should a situation arise.

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## REMEMBER

“Compliance with codes does not ensure safe functioning of an extremely crowded venue”



John J. Furin NFPA Fire Protection Handbook, Volume 1 20th Edition  
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## Food For Thought

“You can delegate authority, but not responsibility.”

Stephen W. Comiskey

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## Questions?

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## For More Information

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## Contributing Resources



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Larry B. Perkins, CFE, CPP, CMP  
[www.lulu.com/crowdsafety](http://www.lulu.com/crowdsafety)

International Association Assembly Managers "Academy for Venue Safety and Security"  
[www.IAAM.org](http://www.IAAM.org)

National Fire Protection Association  
[www.NFPA.org](http://www.NFPA.org)

Paul L. Wertheimer  
Crowd Management Strategies  
12021 Wilshire Blvd., #792  
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