



**ONGOING TRAINING FOR CROWD CONTROL LICENSING**

***CROWD CONTROL OPERATIONS***  
***IN***  
***AUSTRALIA***



## **CPPSEC3101 Manage conflict and security risks using negotiation**

### **Application**

This unit specifies the skills and knowledge required to manage conflict and security risks using negotiation techniques.

It includes:

- Reviewing and applying workplace procedures and policies including workplace health and safety (WHS) to comply with legal rights and responsibilities
- Maintaining situational awareness to identify and assess sources of conflict and risk, and selecting and implementing response options within the scope of own authority
- Using negotiation and communication techniques to resolve conflict, minimise risk and encourage a shared approach to conflict resolution
- Working with others to report, evaluate and improve response procedures.

It applies to people working independently or under limited supervision as members of a security team.

This unit may form part of the licensing requirements for people engaged in security operations in those states and territories where these are regulated activities.



## **CPPSEC3121 Control persons using empty hand techniques**

### **Application**

This unit specifies the skills and knowledge required to control persons using empty hand techniques.

It includes:

- Identifying threats posed by persons presenting a risk to the safety of self or others and assessing response and withdrawal options
- Negotiating with subjects to defuse conflict and give spoken warnings and directions
- Applying recognised empty hand techniques using the minimum amount of force necessary to remove the immediate threat while avoiding vital areas of the body and without harming subjects
- Isolating subjects at a safe distance from members of the public and monitoring their wellbeing and safety.

It applies to people working independently or under limited supervision as members of a security team.

This unit may form part of the licensing requirements for people engaged in security operations in those states and territories where these are regulated activities.



# INTRODUCTION

## Crowd Controller or Bouncer?

In recent years, the expansion of night-time leisure has emerged as a key indicator of 21<sup>st</sup> century prosperity, attracting investment, creating employment, and re-generating the built environment. These leisure economies are youth-dominated, focusing upon the sale and consumption of alcohol.

Unprecedented numbers of young people now flock to town centres that are crammed with bars, pubs, and clubs, and the resulting violent disorder has over run police resources that remain geared to the drinking patterns and alcohol cultures of previous generations.

21<sup>st</sup> century re-structuring has spawned an increasingly complex mass of night-time leisure options through which numerous licit and illicit commercial opportunities flow. Yet, regardless of the fashionable and romantic notions of many contemporary urban theorists, it is alcohol, mass intoxication, and profit rather than 'cultural regeneration,' which lies at the heart of this rapidly expanding dimension of our modern society.

Private security in the bulky form of 'bouncers' – correctly titled Crowd Controllers, fill the void left by the police. These men (only 7% are women), whose activities are heavily regulated and licensed face a myriad of situations ranging from the unexpected to the dangerous. Gone are the days of a powerful subculture rooted in routine violence and intimidation. Crowd Controllers are professional, skilled individuals who are major contributors to the leisure economy.



# CHAPTER 1 – CROWD CONTROL

## Monitoring Individuals and Crowd Control

If you're reading this guide it's likely you've been working in the security and crowd control sector for a couple of years. Training can't replace experience. The knowledge and skills you've learnt on the job in real time are invaluable. You can, however, take part in training that will support what you've learnt and compliment your development as a security professional.

### Best Practice for Licensed Venues

#### Advertising and promotions

Promotions must not place patrons at risk. Encouraging patrons to 'drink all you can' or take part in a 'sculling competition' are clearly dangerous and if allowed to take place will require intervention from crowd controllers - sooner or later.

It's also illegal for the venue to advertise these types of promotions.



## **Crowd Control**

Do not allow any area to become overly congested or crowded. Some venue managers will think 'more is better' when it comes to the number of patrons in the venue – especially if they are asked to pay a cover charge when entering. Too many patrons crowding around a bar seeking to buy drinks (for example) is counterproductive for the venue manager and can create problems for the crowd controllers on duty.

- Patrons cannot be served by the bar staff to buy their drinks, so the manager loses potential sales
- Patrons are often shoved and pushed by others seeking to get to the bar
- Spilling and slopping of drinks creates
- Bar staff are unable to apply the principles of responsible service of alcohol and refuse service, where applicable
- There's opportunity for wandering hands
- An environment of tension, frustration and conflict

Regulating the number of people entering the venue is the first step in controlling overcrowding. Then monitor the number of patrons in the various areas of the venue. This type of professional crowd management will contribute to:

- An impression of popularity and restricted access
- Responsible service of alcohol practices
- Effective monitoring of individual and crowd behaviour



## **Drinking Water for Patrons**

Making drinking water available to patrons is the responsibility of every licensee and is essential to minimising harm and intoxication. any licensee who trades after 12 midnight to provide cold drinking water free of charge to any patron who requests it, at any time the premises is trading. All other licensees must make cold drinking water available either free of charge or at a reasonable cost to patrons when the premises is trading.

Illegal drugs, pills and other substances may conflict badly with alcohol. Patrons who choose to take illegal substances will often opt to purchase water, rather than alcohol. Beware of venues that charge excessively for bottled water. They may be 'turning a blind eye' to the drug taking. Their complicit action may contribute to drug overdose, violence or conflict.

## **Glass Removal**

Traditional crowd controllers will tell you this is a simple task to perform and a great tool to get to know the various groups in the beer garden, event or bar. As you collect glasses from the tables engage in 'small talk' and monitor the response of the patrons in the group. This activity increases staff and security presence in view of patrons. Your proactive work will build rapport and may enable you to stop conflict before it starts.

Ensure staff clear tables and surroundings of empty glasses and bottles regularly to reduce incidences of broken glass. This also removes potential weapons should trouble arise.



## **Noise**

The growth of very large hotels, clubs and licensed venues in suburban areas has created a need to monitor noise. Even major stadiums like Suncorp in Brisbane and Rod Laver Arena in Melbourne are subject to strict noise curfews for music events.

A liquor license will outline noise levels. Crowd controllers may be asked to conduct a survey using noise measuring devices to monitor the impact of noise on the neighbourhood. Something as simple as closing windows and doors can help contain noise.



## **Patron Behaviour**

A licensee who has earned the respect of patrons through fair treatment and a sociable, no-nonsense manner will have fewer problems and the support of other customers in dealing with problems, which do arise from time to time. You should aim at a balance between social interaction with patrons and detached authority when trouble arises, so that everyone understands who will have the last word. Simple and obvious rules that apply to most venues include:

- Refuse entry to unduly intoxicated people and minors.
- Crowd controllers are to be licensed and avoid, reduce or address violent or otherwise poor patron behaviour.
- Discourage unsafe practices that are likely to cause harm.
- Do not allow people to leave your premises with open containers of alcohol, such as a stubbies, cans or glass.
- Supervise taxi ranks outside of your premises. If fights tend to break out among people waiting in line, pre-plan by advising the taxi company of your closure times. Can taxis be alerted prior to closing to be available for patrons?
- Discourage groups of people from lingering and keep noise levels to a minimum.
- Disturbing neighbours can result in reduced trading hours or cancellation of your licence.



## **Refusal of Service**

Licensees may refuse service to patrons because the:

- Law requires it (e.g. if the person is a minor or unduly intoxicated or disorderly)
- Safety of the patron is in jeopardy (e.g. from the consumption of liquor)
- Safety of others is in jeopardy (e.g. from the consumption of liquor by a particular patron)
- Licensee considers it warranted (provided it is not discriminatory).

## **Risk-assessed Management Plan (RAMP)**

A RAMP outlines how a licensee will manage the premises in a way that will minimise harm caused by alcohol abuse and misuse. Consider displaying the RAMP on your premises. This will assist in your commitment to professional crowd control and responsible service of alcohol.



## **Working with Venue Staff**

- Remain professional at all times. 'Friendly but not friends'
- Ensure your attire, appearance and conduct are beyond reproach
- Keep staff informed. They are less likely to place you in jeopardy if they know what's happening.
- Crowd controllers who are friendly and well-mannered create an atmosphere that patrons respond to positively and can decrease the risk of patron and staff assaults.
- Ensure all staff take responsibility for monitoring patron behaviour and potential consumption of liquor by unduly intoxicated patrons.
- Record incidents in the register of crowd controllers. This will be especially helpful if court proceedings are necessary.
- Ensure your first aid and CPR training is up to date



## **Venue Amenities**

While crowd controllers are not likely to be directly responsible for the amenities of a venue, it is a responsibility of crowd controllers to report any faults or hazards.

- Are the premises adequately lit? This will allow monitoring of patron behaviour, including intoxication levels, and will discourage drug dealing, sexual harassment and unwanted loitering.
- Is lighting outside the establishment adequate for security?
- Location, size and condition of signage advising patrons of their rights and responsibilities regarding responsible service of alcohol
- Ensure fire exits are designated with lit fire exit signs and not blocked or locked from inside
- Confirm that a fire exit may (or may not) be suitable to eject a patron if required
- Ensure your premises is clean and in good repair to minimise unhygienic practices and potential safety risks.
- Cleanliness becomes a 'self-fulfilling prophecy'. If patrons enjoy their time in a clean, hygienic and friendly environment they will behave accordingly.



## **Prepare for Work**

Regulations and legislation are becoming more complex as a result of societal pressure. Ongoing violence against people and damage to property caused by intoxicated patrons in and around licensed venues have fuelled pressure on authorities to remedy the situation. As a result, training and licensing requirements for crowd controllers and crowd controllers are regularly reviewed, upgraded and monitored.

Working as a crowd controller is one of the most challenging yet rewarding sectors of the security industry. Learning and understanding how to work with the unpredictable nature of people, is a skill that will take almost a lifetime to develop. Add to the mix; alcohol, drugs, stress and violence, and it is no wonder that training and experience are essential tools for the crowd controller.

When preparing for monitoring, the crowd controller will need resources and equipment to conduct the tasks involved. These equipment and resources must be checked for operational effectiveness and serviceability.



Resources and equipment may include:

- Communication equipment:
  - Two-way radio
  - Earpiece
  - Mobile phone
- Floor plan/venue layout:
  - Area of responsibility
- Pen and security notebook
- Personal protection equipment:
  - Rubber gloves
  - Ear plugs
  - Boots
- Security equipment:
  - Electronic screening equipment
  - Video cameras and monitors



To ensure compliance with liquor licensing requirements, people less than 18 years of age must not be allowed to enter the premises. Diligent identification checks at all the points of entry to licensed premises will make sure only people who are legally entitled to enter may do so. Refusing entry to people who are intoxicated and disorderly also takes place at the point of entry. Treating the patron with respect when asking for proof of age will ensure he/she is not embarrassed or angered. The crowd controller should:

- Address the patron in a friendly manner, maintain eye contact and if possible, in a way that does not attract public scrutiny. This may help limit the embarrassment felt by the patron.
- Explain why proof of age is being asked e.g. It's the law, heavy fines are payable both by the patron and the officer and the owner etc.
- Inspect the ID carefully (see below) and if satisfied return the ID with a "thank you" and "have a good night"
- If the ID is questionable or insufficient according to the law (video card, Medicare card) or the patron is unable to provide ID politely, explain why entry must be declined; "it's the law", and ask the patron to leave
- If patron claims they are 18 but have left their ID at home, in another pair of pants etc. politely ask them to return home and get it
- If patron becomes aggressive or rude, deny entry



## **Atmosphere**

When the security team and all the staff working in the venue are pleasant and friendly, trouble will seem "out of place". Getting the right atmosphere is important - an attitude of "anything goes" can encourage violence and loutish behaviour. Crowd controllers and all the staff must earn the respect from patrons. Crowd controllers who have earned the respect of patrons through fair treatment and a sociable, no nonsense manner, will have fewer problems, as well as the support of other customers in dealing with problems which do arise from time to time.

The crowd controller should aim at a balance between social interaction with patrons and detached authority when trouble arises, so that everyone understands who will have the last word. The easiest way to interact with patrons is the 'clean and go method'. This entails walking around the venue cleaning ashtrays and wiping tables with a cloth and a smile. During this activity the officer will build rapport and should be able to spot trouble before it arises.

## **Factors influencing the crowd**

To be an effective crowd controller, the crowd controller will require the basic knowledge of the crowd:

1. The reasons for the gathering
2. The area in which the crowd is occupied
3. The traits of people comprising the crowd
4. The identification of potential troublemakers



Usually, the first three present no problem. The fourth, however, can be difficult. For example, at a sporting match, the purpose of the gathering is obvious. Crowd controllers know the grounds and stadium. Individuals and families are typical sports fans and it's easy to identify the supporters of the respective teams. However, spotting the agitator is not so simple and generally requires careful observation or an advance warning from another party. Contributing factors to disruptive behaviour include:

- Excessive alcohol
- Heat/weather
- Overcrowding
- Gender ratio
- Conflict of interest between crowd and authorities
- Adversarial situations
- Incited by a leader
- Boredom



## Crowd Management

By remaining aware and alert at all times, crowd controllers can create their own network of information and communication. It is the crowd controller's role to take control, where safe to do so, of the persons behaving in a potentially disruptive manner, and identify and assess the degree of risk to self, others, property and premises.

When dealing with a disruptive person, the crowd controller should call for assistance, assess the situation, approach the person and make them aware of their behaviour. A trained, motivated team which works well together, can make life easier by ensuring that appropriate action will be taken at all times.

Where possible, the crowd controller should not allow any area to become too congested with patrons. In crowded areas, patrons trying to socialise will get pushed and shoved whilst standing, and have difficulty moving and being served. The spilling and slopping of drinks, cigarette burns and wandering hands can create tension, frustration and conflict. Conversely, attention should be given to areas which cannot easily be seen by bar staff or security. Regular collection of glasses, cleaning of ash trays or table swabbing will let patrons know firmly that there is gentle security presence and act as a deterrent for unacceptable behaviour.



## Crowd Management

By getting to know the regular patrons by name, their usual drink, even perhaps the football team they barrack for, the crowd controller will encourage good behaviour through a friendly atmosphere and professional relationship with staff and management.

The venue's licence document (which should be displayed) will specify the establishment's trading hours. The crowd controller should aim for a gradual wind-down. Last drinks must be sold by the closing time specified in the licence. The officer should progressively move amongst the patrons and remind them when last drinks are to be called and when closing time is. Bar staff should avoid selling multiple drinks during the last drinks period. Not only is it irresponsible and encouraging rapid consumption, but it could also make it more difficult to remove patrons who have only 30 minutes in which to consume drinks purchased before closing time.

After the specified closing time, the crowd controller should make it very clear to patrons that the bar is closed and that they need to leave the premises. The bar staff will be on a tight schedule to clean up. Any music or entertainment, jukeboxes and similar should be turned off. House lights should be turned on. Other duties include closing the premises, ensuring all patrons and personnel are off the premises and setting the alarm.

Responsible venue owners and managers will consider the broader implications of their businesses, and the possible effects on the surrounding community. This social responsibility is imperative in reducing the unacceptable consequences of alcohol abuse and misuse that is a great concern in our society.



**Unduly intoxicated - Defined:**

*“A state of being in which a person’s mental and physical faculties are impaired because of consumption of liquor so as to diminish the person’s ability to think and act in a way in which an ordinary prudent person in full possession of his or her faculties, and using reasonable care, would act in like circumstances.”*

**Disorderly Patrons**

Finally, liquor cannot be sold or supplied to a disorderly patron. Disorderly patrons need not to be intoxicated – they may be individuals or groups that are creating a disturbance or are in some way interfering with the enjoyment of other patrons. When considering refusing service to disorderly patrons the crowd controller must consider the harm that patron could do to themselves and other patrons.

**Refusal of Service**

Service may be refused at any time. For example, Managers may instruct their staff to refuse service when patrons do not meet dress standards.



## **Behavioural Signs of Intoxication**

- Spilling drinks and the inability to find one's mouth with glass
- Rambling conversation, loss of train of thought
- Annoying other customers and employees
- Swaying and/or dozing while sitting at a bar or table
- Becoming loud, boisterous and making comments about others
- Crude Behaviour, Aggressive or belligerent
- Clumsy, uncoordinated, Falling down
- Inappropriate sexual advances
- Change in gait – stumbling
- Becoming agitated or argumentative
- Becoming careless with money, buying rounds for stranger's etc
- Difficulty moving around objects
- Bumping into or knocking over furniture
- Making irrational or nonsensical statements
- Inability to light a cigarette
- Glassy eyes, lack of eye focus, loss of eye contact
- Letting cigarette burn in ashtray without smoking it
- Altered speech patterns, such as slurred speech
- Inability to pick up change from table/bar



## Entertainment Security

**The following points are to be covered during the planning phase:**

- Perimeter to be covered
- Ticket gates
- Mixer/Light desk
- Delay towers
- Pit
- Backstage gates
- Stage stairs
- Front of house
- Stage
- Artists compound
- V.I.P. gate
- Artists dressing rooms
- Control centre
- Security compound



## **Procedures**

### **Awareness**

All security personnel must make sure that all exit points are kept clear of obstructions, and that incidents are notified to supervisors.

### **First Aid**

Procedures should be notified to all security personnel, and site of first aid compound. Preferably security personnel all hold a current first aid certificate.

### **Evacuation**

Be aware of location of emergency services vehicles, and procedures to notify personnel of bomb threats etc.

### **Entry Lanes**

Each entrance lane should be 1.1 metres wide and at least 4 metres long. Staff on the line check tickets, take tickets, carry out searches and confiscations. Turnstiles will service approximately 1000 people per hour or 16 people a minute

### **Perimeter**

Security personnel should be placed about every 80 metres for an outside fence at a concert.

### **Searches & Confiscations**

All searches should be conducted by experienced personnel with a current knowledge of the law. All bags should be searched (where required) and on some occasions personal searches. Check whether searches are conducted for alcohol, glass, umbrellas, cameras, plastic ground sheets, weapons, drugs, and plastic bottles for alcohol.



## **Passes**

A pass sheet should be prepared for all major entry/exit points, and especially backstage. No pass - no go. Use discretion in handling people claiming a right to enter a particular area. When there is no correct pass present, always check with a supervisor by radio or other communications. Passes should be different from day to day.

## **Pit**

Make sure security staff watch the crowd, not the act. Brief all staff on movement for punters who have fainted etc., security staff movement, stage jumpers etc. Place staff where access by punters is restricted.

A punter (somehow) concealed a boogie board as he entered The Big Day Out, a few years ago. To the delight of the crowd they assisted him to crowd surf on the boogie board. They are having fun but his clearly represents a security and safety risk.



## CHAPTER 2 – CONFLICT RESOLUTION

### Manage conflict and security risks using negotiation

Conflict resolution is often overlooked as a key ingredient to effective crowd control. Indeed, poor communication, misunderstanding, misinterpretation can lead to an unresolved situation and perhaps an escalated conflict. Receiving, understanding and correctly acting on information from another party is the fundamental process of communication. Without one or more of these elements a communication breakdown is likely. Effective communication is an integral part of a crowd controller's daily life. Without understanding the information transmitted, the officer wouldn't have any idea of how to effectively carry out the task at hand.



## Strategies for Conflict Resolution

1

- When angry, separate yourself from the situation

2

- Attach the problem, not the person

3

- Communicate your feelings assertively, NOT aggressively. Express without blaming

4

- Focus on the issue, NOT your position about the issue

5

- Accept and respect that individual opinions may differ, don't try to force compliance, work to develop common agreement

6

- Focus on areas of common interest and agreement, instead of areas of disagreement and opposition

7

- Listen without interrupting; ask for feedback if needed to assure a clear understanding of the issue

8

- NEVER jump to conclusions or make assumptions about what another is feeling or thinking

9

- Build 'power with' NOT 'power over' others



## Defining Conflict

According to the Oxford Dictionary, conflict is “a trial of strength between opposed parties or principles.” Understanding how and why people's behaviour changes to a state that is both a risk to themselves and others will aid in the effective response and control of these situations.

In simple terms, conflict occurs when people can't agree. Unfortunately, unresolved conflict creates frustration. Frustration often leads to anger, which in turn leads to irrational behaviour, such as violence. The issue of violence is often decided by the level of the perceived threat to the individuals involved and their personal goals.

People turn to the crowd controller when they need help. Any number of risk situations will be dealt with by crowd controllers throughout Australia every day. A fundamental role for a crowd controller is dealing with people. The nature of the industry tends to see dealings with people when they are not at their best. Alcohol, drugs and aggression are just a few sources of conflict that fuel challenging situations.



## **Responding to Conflict**

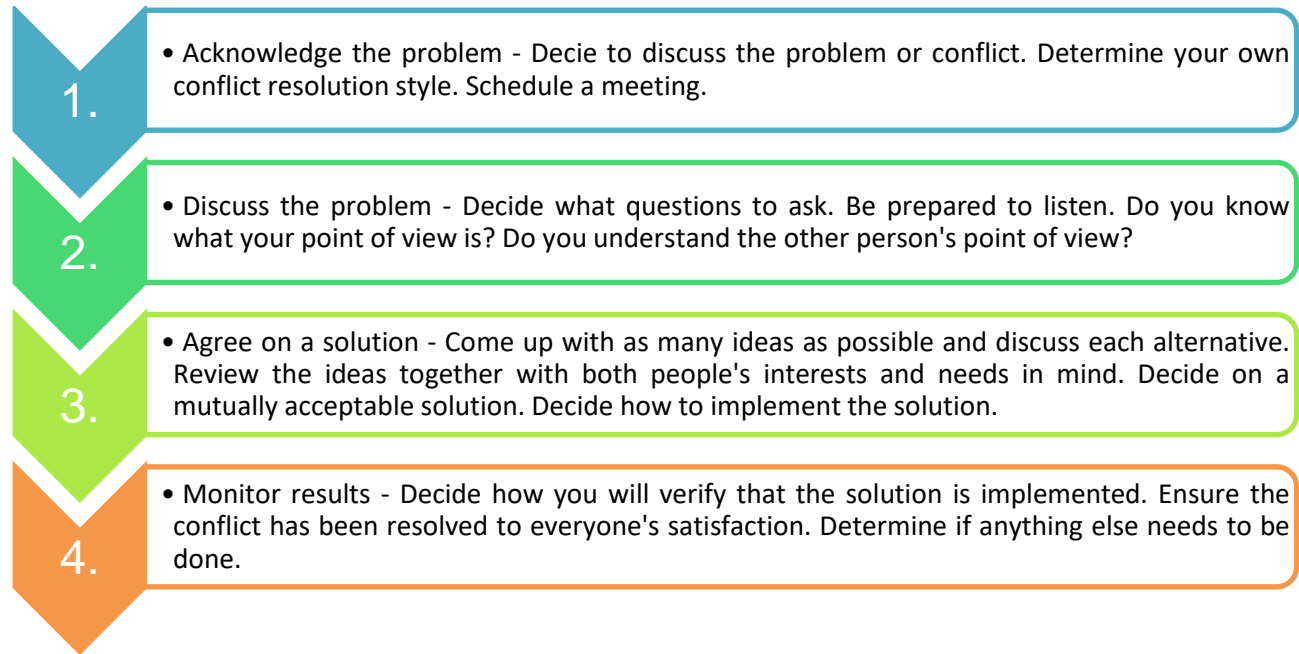
A problem-solving approach to conflict, will be more likely to find solutions that are agreeable and fair to everyone involved. At the same time, this will deal with conflict in a positive and healthy way, encourage open communication and problem solving, and strength personal and professional relationships.

The source of conflict when building effective workplace relationships could be due to social and cultural issues, a power struggle with staff members, refusal to change or personality issues. Effective communication skills, effective interpersonal skills, finding the source of the conflict and using an open communication forum are ways to constructively deal with a conflict situation within the workplace. To stay professional at all time requires consistent behaviour in work relationships and requires treating all people with, with respect, empathy and courtesy. Although people all deal with conflict differently, there are four (4) primary ways people respond to conflict.



## Resolving Conflict

In most cases, the problem-solving approach is the best way to resolve conflicts successfully. Follow these guidelines:





## Avoiding Conflict

Effective communication is all about conveying messages to other people clearly and unambiguously. It's also about receiving information that others are sending, with as little distortion as possible. Effective communication involves effort from both the sender of the message and the receiver. It is a process that can be fraught with error, with messages muddled by the sender or misinterpreted by the recipient. When misinterpretation isn't detected, it can cause tremendous confusion, wasted effort and missed opportunity. In fact, communication is only successful when both the sender and the receiver understand the same information as a result of the communication.

By successfully getting the message across, the crowd controller conveys their thoughts and ideas effectively. When not successful, the thoughts and ideas that the officer actually sends do not necessarily reflect what they think, causing a communication breakdown and creating roadblocks that stand in the way of their goals – both personally and professionally.

The way the crowd controller communicates has a big impact on their ability to get on with people and get the things that they want. Good communication skills can help avoid conflict and solve problems. Open and honest communication is also important for building relationships with team members, clients and members of the public.

Communication can be expressed in an aggressive, passive or assertive style.



## Psychological aspects of conflict

The psychological aspects of conflict and violent encounters have been the subject of research and review for many years. Survival learning theory is the generally accepted term for the accumulated research on this topic. Research indicates that in response to a conflict or violent situation, the human body triggers a number of instincts or protection mechanisms.

Hormonal induced physiological changes commence with the crowd controller's perception of the threat. The brain will signal for the adrenal glands to 'dump' adrenaline into the blood stream. This can be defined as:

*"The process that involves the perception of substantial imbalance between (environmental) demand and response capability, under conditions where the demand has important consequence"*

Perceptions which increase survival stress include:

- Perception of a serious threat
- The threat is in close proximity
- The time available to control the threat is minimal
- The officer is not confident in their abilities
- The officer has never experienced this type of threat



## **Fight - Flight - Freeze**

Falling into a fight, flight or freeze mode is normally instinctive. The mode may be influenced slightly by the person's background or upbringing, but in most cases, the response to a conflict or threat and the resulting fight, flight or freeze mode comes from the grass roots genetic makeup of an individual. In many cases people will be entirely unaware of how they will respond to a conflict or threat until being faced with the real thing.

Experienced or senior crowd controllers will tell stories of the 'tough guy' who liked to tell everyone about his martial arts prowess, who turned tail and ran when a real, physical fight broke out. This response is probably because he had never been in a real confrontation before, his real (underlying) personality was programmed to run and of course his 'flight' was compounded by his bragging and bravado.

It is possible for correctly designed and frequent training to modify a person's underlying instinct. This will include scenario and practical training that closely replicate a real situation. This will involve a lot of training over a considerable period of time and there are no guarantees.



## Identifying and Responding to Security Risk Situations

### Reduce the Risk

In unusual or dangerous situations, it is always best to seek a non-physical response and/or call for assistance. There may be times when a decision is required immediately, and the crowd controller needs to act. When something happens, which departs from the officer's routine duties, the officer should quickly work through the situation analysis process. Refer to the situation analysis process below.

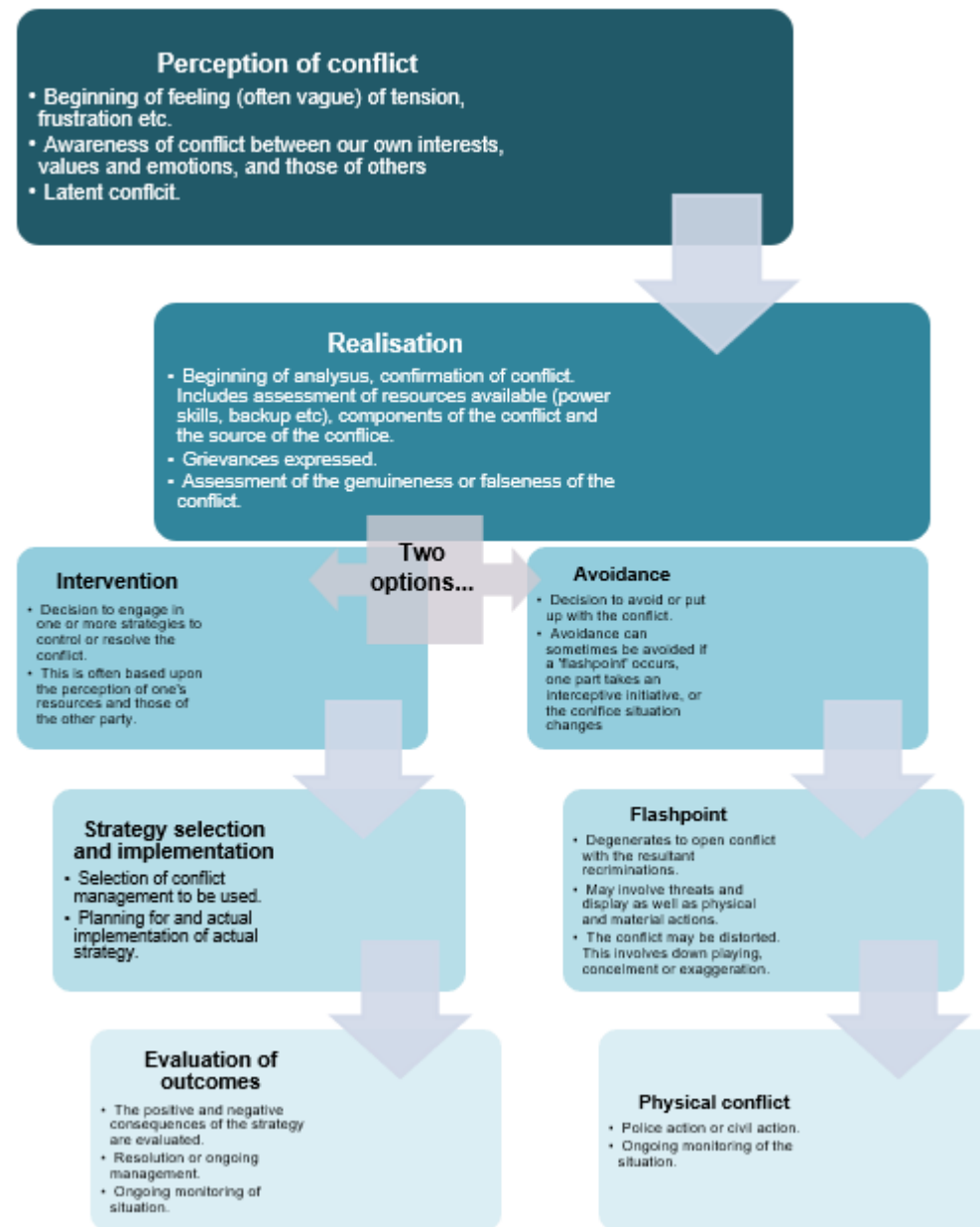
As the crowd controller is working through the situation analysis process, and the pressure to make a decision and take action increases, the officer should:

- Stay calm and professional
- Contact their supervisor or contact central control
- If appropriate, use communication techniques to help calm an aggressive situation
- Keep the authorities and the company informed

Crowd controllers are not police, the crowd controller's job is to maintain order and observe and report. The officer should only take direct action if there is a threat to them self or the public.



## The process of conflict





## Examples of Communication Strategies

One of the most ineffectual statements for a Crowd Controller is: 'I'm sorry but I'm going to have to ask you to leave.'

Breaking it down:

Why are you (the Crowd Controller) sorry?

Are you *going* to ask or are you asking?

You're doing your job and it's clear the person needs to leave. Statements like this diminish the Crowd Controller's authority and place the 'power' in the hands of the patron.

Assertive but not aggressive. 'You' talk places the emphasis back on the other person. It will place the crowd controller in a stronger position and lessen the impact of power plays or other tactics engaged by the offending person.



## Examples of Communication Strategies

+ **'You talk'** - Endeavour to structure your sentences to include phrases like;

*'You need to leave now' or;*

*'You know better than to behave like that!'*

For further impact, if the situation is a little tense you can add; 'don't you' to these phrases.

*'You need to leave now, don't you' and;*

*'You know better than to behave like that, don't you'*

This method of communication directs the person to their behaviour rather than your instructions. Statements like;

*'I want you to leave' and; 'I want you to stop that behaviour'* give the offending person 'ammunition' to argue with instructions.

Most people who are being difficult have little or no regard for another person's instructions, desire or requests.

*'It is in your best interest'* - Once again, this phrase directs the focus of the conversation back toward the person who is being difficult.



## Examples of Communication Strategies

+ **Negotiation** - An example of negotiating a Win/Win result could be;

Officer; *'Show me some me some identification please sir!'*

Offender; *'Hey, get that torch out of my eyes!'*

Officer; *'Certainly sir. I'll move the torch out of your eyes when you show me some identification.'*



## Examples of Communication Strategies

+ **Master your own destiny** - Don't give the protagonist ammunition, making statements like;  
*'Management requests that you leave the premises'*

Accept that you are the officer responsible for dealing with this situation. Deferring to management policy or to the manager instead of dealing with the situation personally can fuel an argument about the policy or the manager rather than retaining focus on the matter at hand.

Have the conviction to ask the person to leave. Back yourself rather than defer to the manager and draw on his/her 'de facto authority'. This will feel a little uncomfortable the first few times, but it is ultimately less uncomfortable than being drawn into an extended argument with the offender.



**Poor communication** often creates tension and bad feelings within relationships.

- **Passive communication** involves putting your needs last. You don't express your thoughts or feelings, or ask for what you want. When you use passive communication, it feels like others are walking all over you, because you don't assert your own needs. This could lead to bottled up emotions and feeling resentful. The assumption behind passive communication is 'my needs don't matter' (you win/I lose).



## Poor communication

- **Weak communication** - A security professional will always be afforded a certain degree of credibility. This 'comes with the uniform'. The manner in which the officer conducts his/herself while wearing that uniform however, can add or subtract from that credibility.

Some phrases and sentence structures diminish the officer's authority quite significantly:

*'I am sorry...'*

*'I am sorry but...'*

*'I am going to have to ask you...'*

When these examples of weakened communication are put together the officer reduces his/her authority even further:

*'I am sorry, but I am going to have to ask you leave the premises'*

There is no requirement for you to apologise for doing your job. Remember, the person you are dealing with is disruptive, anti-social or conducting illegal activity. You are a trained professional who is performing your duty in a responsible manner.



## Poor communication

- **Tangents** - People who are being difficult are often frequently difficult. This means they have a lot of practice and tend to be good at their 'chosen profession'. They may try to verbally direct you away from the real issue at hand. Suddenly, you may find yourself arguing about a completely irrelevant issue. You have been taken off on a tangent. Once that path has been taken, it is very difficult to firstly realise you are off the track and then channel the conversation back the matter in hand.



## Handling Aggression

### **Not intoxicated**

People behaving aggressively have the distorted view that their opinions and rights far exceed the opinions and rights of others. Their actions will service their own needs and they see themselves as responsible for making decisions on behalf of other people. This approach may stem from a strong conditioning to compete, achieve, be strong, to take initiative. In our society this conditioning is more likely to be given to males and is also equated with authority and leadership roles.

People with this aggressive style may not deliberately set out to violate the rights of others, they may simply be in the habit of being in charge, with no one prepared to put them in their place. They often perceive themselves as protectors of others with greater responsibilities to help direct events and achieve progress in their society.

Alternatively, the source of the aggressive style can be the result of a low sense of self-worth. Many people are conditioned during their life, particularly when they are younger with strong messages that they are inferior, incompetent or stupid, and often believe they have to fight a hostile environment to get what they want. Conditioning of this type may be referred to as a 'self-fulfilling prophecy', becoming what they have been conditioned to believe they are. As a result, they are more likely to express pent up feelings in a hostile or violent way through physical or verbal abuse.



## Handling Aggression

### **Not intoxicated (Continued...)**

For some people, an aggressive style can be a way of "getting back" at an authority figure or more powerful people and a show of strength may be an attempt to bolster up their low sense of self-worth. This is quite common in the crowd control environment.

A person with an aggressive style tends to be damaging because others usually feel their rights have been violated, that they are forced to comply, and resentment and hostility can result. Aggressive people may thus find it difficult to make friends.

Negotiating with these people is often very difficult because they see compromise as a weakness. Aggressive people find difficulty in negotiating and accepting other people's viewpoints. They often have a strong need to control both themselves and others and can feel great frustration when events do not turn out as they have planned. They can feel very threatened when sensing lack of control and may put great pressure on themselves and others to achieve and maintain what they perceive to be 'right'. Their fear of being weak will often prevent aggressive people from being able to express tender and loving feelings or form intimate relationships.



## **Intoxicated**

The intoxicated aggressive person needs careful handling. Most of the above background to aggressive personalities is also relevant to an intoxicated person. The behaviour is normally more pronounced due to the alcohol. Managing a person in an intoxicated state is further complicated if the level of intoxication is excessive and they must be removed from the premises.

Injuries to both the crowd controller and the aggressive person are a concern. Generally, an intoxicated aggressive person cannot fight as well as a non-drunk person but is much more willing to fight.



## Drugs, cause and effect

<b>Narcotics</b>	Opium	Taken orally or smoked. Causes euphoria, drowsiness, respiratory depression, constricted pupils, shallow & slow breathing, convulsions, coma, possible death, tremors, panic, chills, sweating, nausea & cramps on withdrawal
	Morphine	Injected or smoked. Same as above for effects.
	Codeine	Taken orally or injected. Same as above for effects.
	Heroin	Injected, sniffed or smoked. Same as above for effects.
	Pethidine	Taken orally or injected e.g. Pethadol
	Methadone	Taken orally or injected. Same as above but last longer - 12 to 24 hrs
<b>Depressants</b>	Chloral Hydrate	Can last 5 to 8 hrs, taken orally, slurred speech, drunk-like behaviour. Can cause shallow respiration, dilated pupils, cold & clammy skin, coma possible death. Anxiety, tremors, convulsions possible death on withdrawal e.g. Noctec, Somnos
	Barbiturates	Can last 1 to 16 hrs, taken orally or injected. Same as above for effects e.g. Nembutal
	Tranquillisers	Can last 4 to 8 hrs. See above for effects e.g. Valium
<b>Stimulants</b>	Cocaine	Injected, smoked or sniffed, causes increased alertness, excitation, dilated pupils, increased pulse & blood pressure, agitation, hallucinations, convulsions, possible death e.g. Cocaine
	Amphetamin, speed, doey, whiz, uppers, crystal, ice	Oral or injected, same effects as above. Colourless odourless slightly salty liquid sold in small bottles.
	E4EUH (Intellex)	Long lasting derivative of amphetamines taken orally. Some ecstasy like effects. LSD type paper tabs. Users believe ↑ intelligence.
	Ecstasy (MDMA), disco bikkies, ekkies, E, 2CB	Usually available in capsules, tablets or a white powder. Stimulates central nervous system, causes enhancement of senses and loss of inhibitions, panic, depression, heart strain. Can cause jaw clenching, users to grind teeth & drink lots of water. Bad mix with alcohol. Can be lethal. 2CB can result in gangrene, brain damage, death.
	Fantasy (GHB)	Mainly clear liquid form, changes mind perception – gamma hydroxy butyrate (GHB - known as GBH Grievous Bodily Harm). Used by bodybuilders to shed fat, growth hormone, ↑ libido & euphoria leads to sedative effect. Virtually replaced ecstasy in some areas. Often combined with speed.
	Poppers - Amyl Nitrate	Intense 10 second rush of euphoria, 3 minute energy rush, causes massive increase in pulse rate & possible headache.
<b>Hallucinogens</b>	LSD (Acid)	Taken orally, causes illusions & hallucinations (except MDA) possible psychosis or death. Enhances perception of reality. Causes sweating, jaw grinding, insomnia, increased energy.
	Mescaline	Taken orally or injected, effects similar to above
	PCP Ketamine (Special K)	Taken orally, injected or sniffed. Similar effects to above. Can result in psychotic behaviour, extreme violence. Experience of mind leaving body or death common. Powder form e.g. Angel Dust
<b>Cannabis</b>	Marijuana, Hashish, Hashish Oil	Taken orally, smoked, lasts 2 to 4 hrs, causes euphoria, relaxed inhibitions, increased appetite, disorientation, fatigue, possible psychosis.



## 10 Helpful tips for improving interpersonal skills:

### 1. Smile

- Few people want to be around someone who is always down in the dumps. Do your best to be friendly and upbeat with your co-workers
- Maintain a positive, cheerful attitude about work and about life
- Smile often. The positive energy you radiate will draw others to you

### 2. Be appreciative

- Find one positive thing about everyone you work with and let them hear it
- Be generous with praise and kind words of encouragement
- Say thank you when someone helps you

### 3. Pay attention to each other

- Observe what's going on in other people's lives. Acknowledge happy milestones, and express concern and sympathy for difficult situations, such as illness or death
- Make eye contact and address people by their first names
- Ask others for their opinions

### 4. Practice active listening

- To actively listen is to demonstrate that you intend to hear and understand another's point of view. It means restating, in your own words, what the other person has said. In this way, you know that you understood their meaning and they know that your responses are more than lip service
- Your co-workers will appreciate knowing that you really do listen to what they have to say

### 5. Bring people together

- Create an environment that encourages others to work together
- Treat everyone equally; avoid talking about others behind their backs
- Follow up on other people's suggestions or requests
- When you make a statement or announcement, check to see that you have been understood
- If people see you as someone solid and fair, they will grow to trust you

### 6. Resolve conflicts

- Take a step beyond simply bringing people together and become someone who resolves conflicts when they arise. Learn how to be an effective mediator
- If co-workers or people you have dealings with bicker over personal or professional disagreements, arrange with both parties and help sort out their differences
- By taking on leadership, you will gain respect from those around you

### 7. Communicate clearly

- Pay close attention to both what you say and how you say it. A clear and effective communicator avoids misunderstandings with co-workers, colleagues and associates
- Verbal eloquence projects an image of intelligence and maturity, no matter what your age. If you tend to blurt out anything that comes to mind, people won't put much weight on your words or opinions

### 8. Humour them

- Don't be afraid to be funny or clever. Most people are drawn to a person that can make them laugh
- Use your humour as an effective tool to lower barriers and gain people's affection

### 9. See it from their side

- Empathy means being able to put yourself in someone else's shoes and understand how they feel. Try to view situations and responses from another person's perspective. This can be accomplished through staying in touch with your own emotions. Those who are cut off from their own feelings are often unable to empathise with others

### 10. Don't complain

- There is nothing worse than a chronic complainer or whiner. If you simply have to vent about something, save it for your diary. If you must verbalise your grievances, vent to your personal friends and family, and keep it short. Spare those around you or else you'll get a bad reputation



## Five stages of crowd behaviour

In a perfect world the measures mentioned above, and a professional and proactive approach to management would ensure the crowd never got out of control. Unfortunately, we don't live in a perfect world and there is a need to understand crowd dynamics.

### 1. Mobilisation

- A simple incident can be the catalyst to start the mobilisation of a group or crowd

### 2. Collective excitement

- Milling around, the group or crowd press together, brush up against one another and commence conversations with each other. A collective excitement starts to develop. Communication within the crowd makes each individual aware of a common state of excitement. Step in quickly, seek out the 'leader' (football team captain, for example) and negotiate to diffuse whatever is agitating the group

### 3. Common purpose

- A collective rapport or group spirit starts to overtake individually, and group emotions start to take hold resulting in a degree of unity and common purpose. This stage can be the 'point of no return' for crowd controllers. The group 'leader' within a mob can mobilise certain individuals into anti-social behaviour that they would not normally consider becoming involved in

### 4. Mob

- The crowd begins to follow group emotions and may now move from being a crowd to being a mob. Rational communications is extremely difficult, if not impossible at this stage. Group members lose their individuality and the 'mob mentality' takes over

### 5. Riot

- Intensification of fear or frustration and unconscious aggression generate a common focus and the outbreak into overt action towards the object of their emotionalism rages on. As the group bravado continues, some members will display delusions of heroism



## CHAPTER 3 - USE OF FORCE

### Application of Force

#### Alcohol and Violence

We can take a brief synopsis of the key areas that relate to injuries sustained during assaults where alcohol was present. Generally, to understand the impact alcohol has on our society and the manifestation of serious injuries and deaths. It is estimated in Australia nationally that over 1200 lives annually are lost as a result of alcohol related injuries. In addition to that, around 35,000 people are hospitalised each year after an altercation involving alcohol. Data indicates that both quantity and frequency of alcohol consumption is foretelling of alcohol related injuries. The risk of injury increases significantly with the amount of alcohol consumed.

It is interesting to note, that whilst there is strong evidence to suggest that there is a direct relationship between alcohol consumption and violence, conclusive research to determine if alcohol consumption is a cause of violence is yet to be tabled. From my own experience coming from a law enforcement and security industry background, I have found that when alcohol is present it is definitely a major contributing factor in all forms of violence from domestic violence, to street violence and even workplace violence.



## Alcohol and Violence

Someone affected by alcohol, for example may be much more difficult to reason with. A range of cognitive and affective areas of the brain are being impacted on by the properties of alcohol including impairing judgement and lowering the persons inhibitions – in other words lowering their risk awareness and decision-making ability and giving them an unrealistic

and inflated sense of confidence and capability. In these circumstances violent behaviour is harder to predict when these conditions are present – hence the term “Random Violence”.

In responding to people who appear to be under the influence, it may also be difficult to distinguish whether they are suffering from the effects of alcohol, drugs or some form of mental illness. Regardless, the key factor to remember is to always remain conscious of the risks and continually assess the risk during any interaction, because a violent act is often difficult to predict, and these situations can be quite volatile.

Trying to rationalise with a person under the influence or a mentally ill person who is suffering from an altered state of consciousness may be difficult. So, when you think about your own safety don't physically position yourself where you can be attacked or where you have nowhere to withdraw too. Where aggression is offered, consider increasing your safe distance, remain vigilant and never turn your back or drop your guard. Given that rationalising information may be extremely difficult for such people, communicate passively with them and remain calm yourself.



## Alcohol and Violence

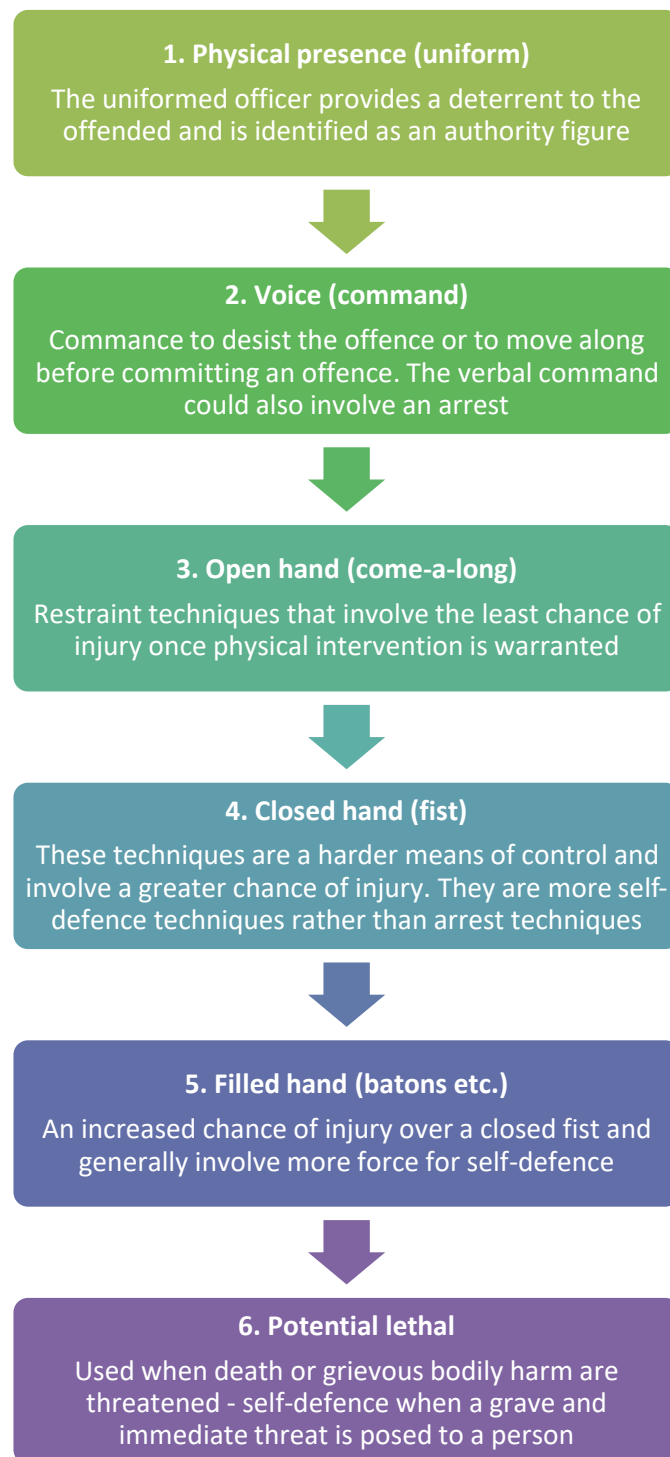
Don't be over controlling or over directive, because again people in this state can be less inhibited in their actions and more inclined towards responding aggressively if something doesn't suit their purpose.

People in authority or performing regulatory roles such as police, crowd controllers, security guards, ambulance officers and hospital staff etc need to be cautious of these situations and consider being more empathetic as opposed to being directive in the use of their authority as it may be perceived as over controlling behaviour and cause avoidable situations to escalate.



## Continuum of Force

Before a crowd controller or crowd controller applies any defensive technique, he/she must understand legislative and organisational policies and requirements. They should also be aware of the use of force continuum, which is used by law enforcement across the world.





## Considering Options

### Officer/subject factors

Further guidance as to the appropriate level of force can be gained by assessing the people involved.

Considerations like:

- Age
- Gender
- Size
- Strength
- Ethnic background
- Skill
- Known or prior behaviour

These factors apply to both the officer and the subject. So logically a strong, male, skilled crowd controller will need to modify his approach when dealing with a young, small, female patron who needs to leave the premises.



## Considering Options

### Officer/subject factors (Continued...)

Once it is necessary to select a higher force option, like a baton for example, the margin for error is reduced as is the potential for non-violent resolution. In principle, higher force levels may be selected in extreme circumstances, but the crowd controller must be sure to consider:

- There is no option to disengage (walk away)
- Other backup or police have been called, but are not available
- The other person has a weapon
- There is more than one attacker
- The crowd controller has no alternative and has already tried using punches, throws etc. to defend them self



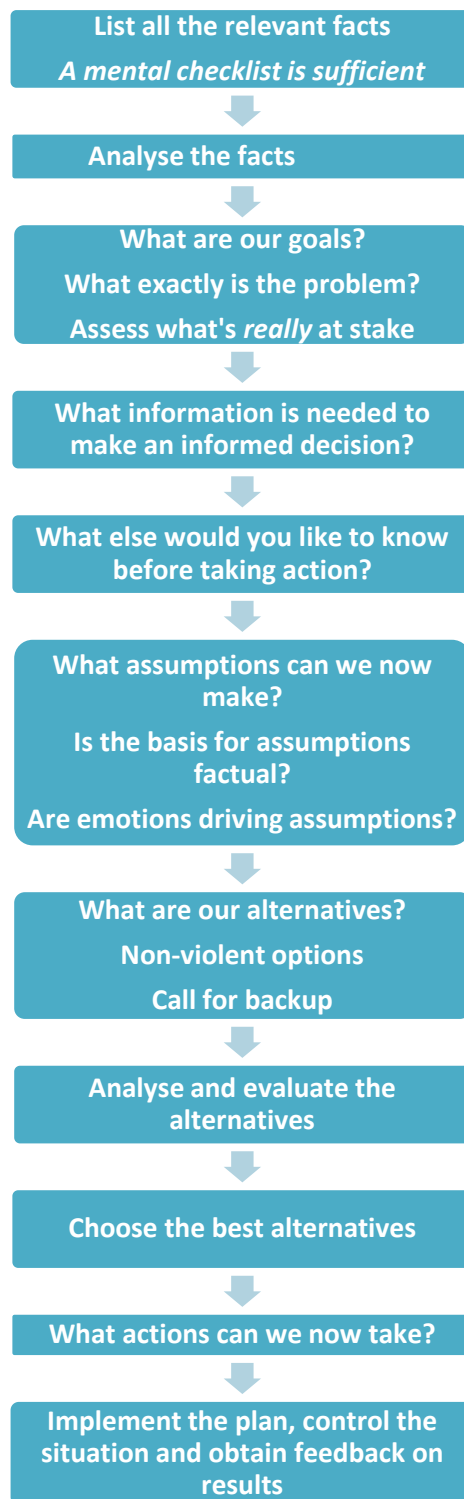
## Cooper Colour Codes

John “Jeff” Cooper was one of the most legendary figures in the history of pistol shooting and often considered to be the father of the modern method of handgun shooting. Cooper was a strong proponent of “combative mindset” training, enabling a civilian or police officer to make the right decisions when lethal force was concerned. In his work training police officers, Cooper devised his now-famous Colour Code model:

<b>White: Oblivious</b> Unaware and unprepared. Not recommended.
<b>Yellow: Aware</b> Relaxed but alert. No specific threat identified, but aware of movements around you.
<b>Orange: Alert</b> A specific threat has been identified. Something has caught your attention. Still assessing the nature of the threat, but ready for action.
<b>Red: Engaged</b> The fight is on. You are actively engaged in physical conflict.



## Situational Analysis





## Definitions

**Any force directed at another person is an assault:**

*“A person who strikes, touches, or moves, or otherwise applies force of any kind to:*

- *The person of another:*
  - *Either directly or indirectly*
  - *Without his consent, or with his consent if the consent is obtained by fraud*
- *Or who by any bodily act or gesture attempts or threatens to apply force of any kind to the person of another without his consent, under such circumstances that the person making the attempt or threat has actually or apparently a present ability to affect his purpose, is said to assault that other person, and the act is called an assault”*

Under the common law, there is:

1. Assault - the threat, and
2. Battery - the application of force to the body of another



The term "applies force" includes applying:

- Heat;
- Light;
- Electrical force;
- Gas;
- Odour;
- Or any other substance;
- Or thing, whatever, if applied in such a degree as to cause injury or personal discomfort.

Mere words can never amount to an assault. There must be some gesture or act that implies an intention to affect a carrying out of the spoken word. It is not essential that a person threatened be in fear. Pointing of a toy pistol at a person can be considered to be an assault.



## **Lawfully Justified Force**

### **Application of force**

It is essential that force only be applied in situations where it can be lawfully justified. There are three main situations when force can be legally applied to another person, other than with their consent, and they are during:

- 1. An arrest**
- 2. Self-defence or defence of another**
- 3. Removal of a trespasser or denying entry to a trespasser**

Intimate knowledge of the law, particularly in relation to how force might be applied in these circumstances, is an essential tool for the professional crowd controller's toolkit of options. The decision as to how much force or what type of technique to use is often made in a split second. Make the wrong selection can have far reaching ramifications.



## 1. Arrest

**Arrest is the lawful deprivation of a person's liberty.** The amount of force available to affect an arrest is *reasonable* and *proportionate* to the amount of resistance. How serious the offence is, prior circumstances and what's really at stake must also be factored into the assessment of the force used in an arrest. Too much force may result in an assault charge against the person making the arrest.

Crowd controllers can make an arrest in certain circumstances. This would be what is often referred to as a 'citizen's arrest'. There is no additional power or authority afforded to a crowd controller. In other words, he/she has exactly the same rights and responsibilities as any other citizens. Requesting assistance from the police is always the preferred option.

Circumstances involved in an arrest are not always clear. In a shopping centre environment, for example, store crowd controllers have faced claims for damages after incorrectly attempting to make an arrest. One such case in the United States resulted in a successful damage claim for \$1 million! Our society takes a wrongful arrest so seriously because a person's liberty and freedom from arbitrary arrest are some of our most valued human rights, strongly associated with our 'free' society.



## 2. Self Defence

Working in the security industry, particularly as a crowd controller, will more than likely lead to being involved in a physical confrontation of some type. Being a crowd controller or crowd controller does not negate your right to defend yourself. It is *not* necessary to be assaulted first in order to justify a response.

It is legal for any person, including security personnel to use reasonable force to defend themselves against another person. It is equally lawful for any person, including security personnel to defend another person against an assailant. Lawful actions of self-defence revolve around the word 'reasonable'.

### Elements of self-defence

In order to demonstrate a lawful self-defence, two elements must be proven:

1. The first element is whether the *person made the defence believed on reasonable* grounds that it was necessary to use the amount of force that they did whilst defending themselves or another person.
2. The second element is whether that belief was *reasonable*.

This concept is based on a High Court ruling in the case of *Zecevic*.



## Trespass

Common law affords certain powers to an owner, occupier or agent to revoke a person's right to remain on the premises, thereby making that person a trespasser. The right to remain on the premises may be revoked at any time. While society (and the person) will generally expect a reason or explanation for the requirement to leave, there is no obligation under law to provide an explanation.

Three steps must be followed when revoking a person's right to remain on the premises, thereby transforming the person into a trespasser.

1. First you must ask
2. Give them reasonable time to leave. Reasonable time will vary. Ultimately it is the decision of the owner, occupier or agent as to what is reasonable.
3. Following a refusal to leave within a reasonable time, reasonable force may be applied to move the person toward the exit.
  - a. Gently place a hand in the middle of their back and edge them towards the door.
  - b. If necessary, a slight increase in force may be required, but remember that under no circumstances should you injure the person.
  - c. The next degree of force if they are resisting may be an immobilisation or restraining hold which causes no injury.

A verbal, non-physical option is always preferred. On occasions 'reasonable time' can seem 'unreasonable', but as long as the person is moving toward the door and agreeing to leave (no matter how slowly) patience is a virtue. Where force is necessary, it should be in stages, starting from the minimum.



## Maintaining Control

The Use of Force Continuum shows the first level of control starts with the crowd controller's presence, followed by communication. The basic assumption is that communication that demonstrate and lend control will contribute to the restoration of control. Conversely, communication that demonstrates lack of control will likely increase the probability that the offender will attack.



## Guidelines for Facilitating Control

Here are some guidelines for facilitating control:

Posture	<ul style="list-style-type: none"><li>• Self-confident</li></ul>
Gestures	<ul style="list-style-type: none"><li>• Firm, clear, controlled, palms out or down</li></ul>
Position	<ul style="list-style-type: none"><li>• Directly to the side of the subject / offender and just outside of their striking range</li><li>• Within striking distance of an aggravated person communicates a challenge or a desire to fight</li><li>• Well outside of striking distance of an offender communicates undue caution or fear, and may unwittingly point out vulnerability and willingness to be a target for release of frustration</li><li>• Establishing a stance - bladed foot position</li><li>• Hand set - fist clenching</li><li>• Shoulder shift</li><li>• Target glance i.e. at firearm etc.</li><li>• Bobbing up and down</li></ul>
Voice	<ul style="list-style-type: none"><li>• Quiet, firm, speaking in tones low enough not to threaten the person, calm and clear</li></ul>
Speech Content	<ul style="list-style-type: none"><li>• Repetitive confident instructions without threat or intimidation displayed</li></ul>
Eye Contact	<ul style="list-style-type: none"><li>• Keep eye contact direct and accompanied by calm facial expressions which indicate that a firm instruction / direction is being given</li></ul>
Physical Contact	<ul style="list-style-type: none"><li>• If any at all is required to prevent the offender from escalating to physical injury, this should be made firmly, but without excessive movement or pain that would indicate loss of control</li></ul>



## **Avoidance Techniques**

It is very important as a crowd controller dealing with a potentially violent situation, to keep a safe reactionary gap; a safe reactionary gap is around the 2 metres. From 2 metres the officer should have time to see a punch heading their way or even a lunge forward, so they can prepare them self for what is about to happen.

### **Avoidance techniques**

1. Assess the situation
2. Keep a reactionary gap between you and the subject of 2 metres
3. Use effective communication techniques
4. Don't make threats towards the subject
5. Be empathetic
6. Be assertive and not aggressive towards the subject



## **Reactionary Gap**

The reaction gap is the safe distance between the crowd controller and the subject that will allow the officer to react to a potential attack.

As a rule of thumb, a most officers require two metres between themselves and the subject to be able to effectively react to aggressive movements from the subject. This can be enhanced through training the “startle flinch” response, but greater distance is always preferable.

Creating this space accomplishes two things for the crowd controller. Firstly, it helps the subject feel less threatened and intimidated, making wilful compliance more likely. Secondly, it makes the interview stage much safer for the officer.

Reactionary gaps greater than two metres provide additional safety, however they are not always practical. Where a reactionary gap of at least two metres is unavailable, the officer should attempt to extend the reaction time by positioning them self to the side of the subject (not directly in front) or positioning them self with an obstruction (chair, table, counter, etc.) between them self and the subject. This will extend the reaction time and provide additional safety.



## **Subject Control**

In a subject control situation, the mind of the officer must always be on effecting his purpose as efficiently as possible with minimal chance of injury to anyone concerned. This means that the officer will need to continually reassess, refocus and adapt to the actions of the subject, crowd or changes in his surroundings.

An officer with a rigid mind who has decided exactly how the task will be done no matter what, is more likely to end up using excessive force and/or causing an injury.

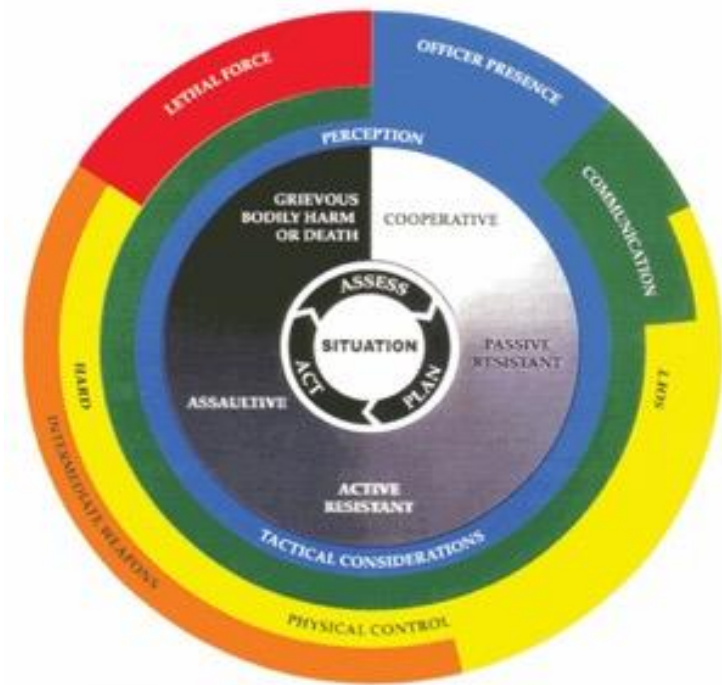
## **Body safety**

The safety of the crowd controller is paramount, receiving effective training before the officer ventures out into the workplace, will assist in ensuring their safety. By following the information above, a crowd controller places them self in the safest possible position when dealing with a subject.



## Tactical Options Model

The more modern Tactical Options Model suggests that the crowd controller is in the centre with the primary consideration of safety and secondly communications; calling for backup if appropriate. The officer has a variety of degrees of force available and can access any of the options in the circle around the officer, and then after the application of the force, can access any of the options around the officer to follow up. There is no “ladder” and no thought that force needs to proceed along all rungs of the ladder – either up or down.



The officer continuously assesses the situation and acts in a reasonable manner to ensure officer and public safety.



## Explanation of the Tactical Options Model

OPTION	ACTION TAKEN
Presence	Re-assess and evaluate situation
Negotiation	Communication; persuasion; advice; instructions
Tactical disengagement	Withdrawal; maintain a safe distance; call backup
Cordon and contain	Isolate subject; contain situation; maintain a safe distance; call backup
Empty hand tactics	Escort hold; pain compliance; passive countermeasures; active countermeasures
Other weapons	Consider other weapons that may, out of necessity, be available and appropriate in the circumstances
Baton	Hand on baton; present baton; load baton; feint with baton; strike with baton
Firearm	Verbal warning; hand on firearm; draw firearm; point firearm; shoot; assess situation



## Applying Defensive Techniques

### Survival Stress

Before going *hands on* with a subject, there are a few things a crowd controller should know about the effect survival stress will have on their performance. Survival stress may activate the body's sympathetic nervous system, which may create a condition known as fight or flight. In many ways, the heart rate will start the processes in the SNS activation, as the heart really controls stress hormones. In an incident the heart can go from 60 BPM to over 200 BPM, having a major effect on performance. It is said that the optimal heart rate range for combat is between 145 BPM to 155 BPM, at this range all senses heightened, but the officer will still be in control. As the heart rate increases from 145 BPM, senses will start to deteriorate, and this will affect the way an officer reacts to a situation.

As the heart rate increases due to stress, the officer may experience loss of hearing, tunnel vision or other visual problems and an increased reaction time, which can add up to a major issue when dealing with a violent situation. The way to assist in controlling the SNS is by training, time needed to respond to an incident, level of confidence, experience in dealing with similar situations and the officer's fitness.



1

## **The triggering event**

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- Include any event that an individual perceives as a serious threat to well-being, regardless of whether others would agree or disagree that a real threat exists. The event may be name-calling, abuse, disturbing actions, intimidation etc. or not so obvious, such as delusional behaviour, hallucination, or a reaction to drugs or alcohol

2

## **Escalation**

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- The person's mind and body prepare to do battle / fight with the cause of the triggering event. The person's muscles become increasingly tense and active, and his / her ritual actions and behaviours relating to combat or fighting occupy more space in the offender / subject's behavioural pattern. Behaviours such as pacing, yelling, banging, throwing objects, randomly kicking and nervous hand action are to be observed

3

## **Crisis**

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- The offender's behavioural actions evolve into patterned action possibly one or more physical assaults on the perceived source of the threat. The individual will threaten injury, hit and kick, throw objects at anyone close by, often, though, an individual cannot sustain this level of energy / action indefinitely

4

## **Recovery**

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- Often after a tactical engagement/fight is over the offenders' muscles become progressively more relaxed and offensive / defensive behaviours become less active. You must still maintain awareness at all times as quite often the situation is vulnerable to re-escalation

5

## **Post**

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- Often the level of exertion required by offenders during the crisis phase exacts its tolls on them, officers should be aware that the physical and emotional symptoms of fatigue and / or depression can dominate the behavioural pattern of offenders. You may find that observable behaviours frequently include crying, shouting and curling up in a foetal position and self blame



## Assault cycle

To observe violent incidents in real terms, not just scenario training, a crowd controller must look for key actions that trigger violent events, this pattern of observation and response has been termed the assault cycle. The assault cycle can be divided into five separate, distinct and observable phases.

## Stance

A crowd controller has little need for fancy or complicated martial arts stances. The first priority is the ability to maintain balance and move quickly, the second is to facilitate communication. All stances must be thought of as communication stances, not fighting stances. If the officer's stance does not allow natural and casual communication, it is not an appropriate stance for security work.

### The "Interview" Stance

This stance is sometimes known as the "cup and saucer" stance. It is characterised by the feet comfortably underneath the torso in a relaxed, natural position, the hands held one on top of the other at around navel height.





## **The “Passive” Stance**

The Talking Hands Stance, sometimes known as the Passive Stance, is characterised by a relaxed, slightly bladed foot position, hands elevated, and palms open facing the subject. This stance is used for talking down an already emotionally elevated subject, or someone who could be dangerous. This is the best stance for enabling the natural protective flinch reflex.





## Blocking techniques

### Blocking techniques

Simple blocks are usually the first blocking techniques to be taught and are effective in combat situations. The details of blocks vary, but broadly blocks can be split in to two types: inside and outside.

An **inside block** deflects a strike away from the officer. For example, against a straight punch to the face, an inside forearm block would aim to meet the inside of the forearm of the attacker, pushing the punch outward, leaving the opponents facing each other.

An **outside block** deflects a strike away from the officer and across the attacker. For example, against a straight punch to the face, an outside forearm block would aim to meet the outside forearm of the attacker, pushing the punch outward, leaving the defender slightly to the side of the strike causing it to miss. Typically, because of the angles involved, outward blocks are used against attacks aimed at the torso; although they can be used to defend any area, these usually require a movement from the defender.

Parries are executed when an opponent punches the crowd controller who will quickly push their arm away to the right or left side (as it is considered as a block) and counterattacking when the procedure is done. Parries need accurate timing with an attacking opponent, or they will be the one to strike instead.



## **Physical control of resistive behaviour**

### **Empty hand techniques, and locking and holding techniques**

As the title states, the crowd controller will have nothing in their hands when applying empty hand techniques. Empty hand techniques will be come along holds, arm bars and transport wrist locks.

### **Impact techniques**

Impact techniques will involve palm heel strikes, double blocks, and other stun techniques that may require a strike without the use of a weapon.

### **Take-down techniques**

Take-down techniques involve more practice and skill. If executed incorrectly, the crowd controller can hurt them self-and/or the subject. The techniques can be either an arm bar take-down or a transport wrist lock take-down, which are just two examples, it depends on the defensive system that the officer is being trained in.

It is important to be aware of the difference between a sport and law enforcement defensive tactic system, as if the crowd controller uses the wrong technique and damage a subject, it will be the officer that fronts up in court to explain why the subject has lost the use of a limb, as a result of their technique. It is important that even when trained in the use of defensive techniques the officer only uses them as a last resort, once the officer has used their communication techniques, and things are starting to breakdown further, or they are trying to attack the officer or another person. As soon as an officer responds to a violent situation, they must evaluate it and call for assistance.



## **Transport wristlock**

The transport wristlock is one of the oldest subject control techniques. It has been more commonly referred to as a “gooseneck” or “wristlock compliance” technique. The technique is designed to control side curl resistance from the escort position, although it is also used to control passive resistance as often found during “sit-in” demonstrations.

A distraction technique should precede a transport wristlock for escort position side curl resistance or anytime the crowd controller cannot easily overcome the side curl lockout. But, if the officer can manipulate the subject’s arm and wrist, the distraction technique should not be used. It is a method of controlling resistive behaviour from the escort position through the principle of pain compliance.

Expected effects of transport wristlock:

1. Immobilisation of affected arm
2. Medium to high levels of pain
3. Control of offender for grounding

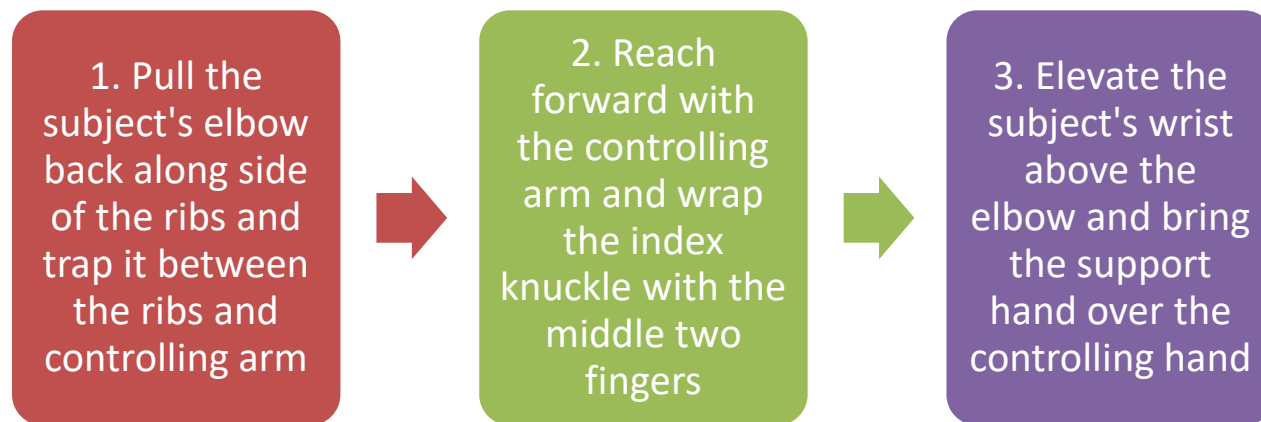
Principles of controlling resistive behaviour:

1. Pain compliance
2. Balance displacement



The transport wristlock is designed so that the crowd controller can react to resistance from the escort position by first establishing control of the offender's arm through the use of joint manipulations and pain compliance. The amount of pain experienced by the offender is dictated by their continued resistance. Pressure will be alleviated when commands are obeyed (pain compliance). The grounding procedure will be used when continued resistance is encountered, so that the escalation to higher levels of control can be avoided.

**The transport wristlock is easily established in three simple steps:**





## **Transport wristlock (Continued...)**

It is also important to ensure the pressure on the subject's hand is applied by exerting pressure on the subject's knuckles, specifically the index knuckle. This will ensure proper hyperextension of the wrist.

Errors often start with an incorrect grip from the escort position. Failing to palm the back of the subject's elbow or placing a thumb in the crevice of the subject's wrist will most certainly result in an awkward transition. The key components of the transport wristlock are pressure to the index knuckle, trapping and stabilising elbow between the officer's forearm and ribs, and elevating the subject's forearm. If any one of these three components is incorrect, pain compliance will be minimal.

A proper transport wristlock takedown is dependent upon the officer keeping their back straight and vertical during the kneeling. But if the officer leans forward into the kneeling position during the takedown, subjects have a tendency to roll forward and out of the lockup position. The crowd controller should not lean forward until the subject's chest is on the ground and in the prone position. It is only then that the officer can lean forward to begin the arm transition to straight arm lockout and wrist lock control.



## **Straight arm bar**

A method of controlling a subject with resistive behaviour from the escort position, through the principles of balance displacement and pain compliance.

Expected effects of straight arm bar:

1. Immobilisation of affected arm
2. Medium to high levels of pain
3. Balance displacement for grounding procedure

Principle of controlling resistive behaviour:

1. Pain compliance
2. Balance displacement

The straight arm bar is designed primarily to control resistance the crowd controller may encounter from the escort position in the form of a straight arm lock out. The subject is grounded so that handcuffs can be applied, and the need to escalate to higher levels of control avoided. The amount of pain experienced by the subject is dictated by his continued resistance, as pressure is alleviated when the officer's commands are obeyed.



## **Straight arm bar (Continued...)**

The straight arm bar takedown is designed to control the straight arm lockout from the escort position. As with all joint lock takedowns, the straight arm bar takedown requires the knee strike (distraction technique). The straight arm bar takedown had been simplified tremendously with the advent of the knee strike.

The knee strike will:

1. Relax the subject's arm for the joint lock manipulation
2. Disrupt the balance of the subject and make the takedown easier to facilitate

The key components of the straight arm bar takedown; focus on the control of the subject's arm, by keeping the subject's arm against the crowd controller's abdomen and maintaining a proper grip on the subject's arm. The takedown is relatively simple if the officer uses the principle of leverage. This is accomplished by applying pressure just above the subjects' elbow with the outside of the officer's wrist. Control for grounding is accomplished by stepping to the tactical position 2 ½ with the outside foot, turning the hips in that direction while kneeling on the knee closest to the subject.



## **Straight arm bar (Continued...)**

The most common errors associated with the straight arm bar takedown centre around the positioning, grip and location of pressure to the controlled arm, and the takedown. Once a knee strike has been delivered as a distraction technique, the crowd controller should pull the subject's arm and body as close as possible to the officer's own body. Any gap between the subject and the officer will force the officer to muscle the technique instead of using leverage.

After the knee strike has been executed and the crowd controller pulls the subject close, the officer rotates the subject's arm forward and transition the inside hand/wrist into a position just above the subject's elbow. The combination of these two actions will enhance the officer's ability to further disrupt balance and enhance the takedown in a controlled manner.

After the subject is in the prone position and the controlled arm is locked between the crowd controller's legs, the officer may inadvertently bend the subject's arm to the position for handcuffing; slipping through then easily defeats this procedure, which is a common error in wrestling and judo. It is important to keep the subject's arm straight and hyper extended until it is cuffed and, on the way, down to join with the second hand.



## **Inside takedown**

A method of controlling a subject with resistive behaviour from the inside position through the principle of balance displacement.

Expected effects of inside takedown:

- Balance displacement for grounding procedure

Principles of controlling resistive behaviour:

- Balance displacement

The inside takedown is a technique designed to provide subject control when the crowd controller is within the reactionary gap and at the inside position. The inside takedown is a grounding technique, and with any takedown, should not be used unless it is preceded by a distraction technique. The recommended distraction technique is the front kick to the shin. The inside takedown is designed as a control method to defeat defensive resistance or active aggression from the inside position where the subject is grappling with the officer. The inside takedown should be applied with the same rules as the transport wristlock and the straight arm bar.

The inside takedown is applied by pulling the subject's upper body straight to the ground. The technique is effective because it uses a simple decentralisation technique of moving the head forward over the centre, followed by pulling the head and neck straight to the ground.



## **Distraction techniques**

Distraction techniques are designed to weaken motor action relative to a specific type of resistance. These are used in conjunction with joint locks to divert the subject's attention away from the specific muscles that are causing the resistance.

A standard rule of thumb when teaching any topic is that "always" should not exist. In the case of the knee strike as a distraction technique, this technique should be used whenever possible before the officer attempts the joint lock. The only time the knee strike would not be justified is when the subject is resisting so passively that the officer can apply the joint lock without the need for the distraction technique. With any defensive technique, it is important to know that once the officer has control of the subject, the contact with the subject should be limited to a minimum necessary to removing the immediate threat and is discontinued at the cessation of the threat.



## Pressure Points

Pressure points are utilised for a variety of reasons: to create pain induced compliance, to distract, to stun and to cause short term motor dysfunction. The use of pressure points is literally thousands of years old. Sometimes referred to as 'tuite' or 'dim mak'. The pressure points utilised in law enforcement are backed by extensive medical research and those selected maximise effectiveness with minimal energy expenditure.

Pressure points are usually clusters of effector motor nerves close to the surface of the body.



## Pain Compliance

Pain compliance techniques are utilised where the subject is displaying low level resistance ie. passive resistance such as grabbing a rail or linking arms. These are Nerve Pressure Points and are all located on the head and neck of the subject. The points utilised here include:

- **Mandibular Angle**

Located behind the base of the ear lobe between the Mastoid and the mandible. Pressure should be directed in and forward towards the tip of the nose utilising the digital tip.

- **Infra Orbital**

Located at the base of the nose, at the top and center of the philtrum. Pressure should be applied at a 45 degree angle towards the top of the head.

- **Hypoglossal**

The posterior section of the tongue. Located approximately two and a half centimeters forward of the 'R' angle of the jaw and two and a half centimeters under the jaw, in the notch of the jawbone. Pressure should be directed up towards the top center of the head.

- **Brachial Plexus (Origin)**

- Located on the side of the neck approximately halfway down, under the Sterno Cleido Mastoid muscle. Pressure should be directed towards the center of the neck.

- **Brachial Plexus (Clavicular Notch)**

Located directly behind the clavicle in a hollow approximately halfway between the sternum and the shoulder joint. Pressure should be applied downward at a 45-degree angle towards the centre of the body. This pressure point requires some force and generally only works on smaller framed individuals.

- **Jugular Notch**

Located in the hollow of the throat, just above the sternum. Pressure should be directed down at a 45 degree angle.



## **Pain Compliance (Continued...)**

The pressure points are activated utilising the tip of the fingers and/or the knuckle. Never use a baton or other type of solid object as this may cause serious injury. To create a short-term mental stun 'quick penetration' can be utilised. This involves a dynamic application of pressure from contact distance.

### **Remember to:**

- Stabilise the head to prevent injury,
- Apply pressure/counterpressure to maximise effectiveness,
- Apply pressure utilising the digital tip to prevent injury,
- Give loud and simple verbal commands, and
- Alleviate pressure when command is obeyed to prevent an adrenal 'rush' or defensive resistance.



## **Nerve Motor Points**

The Nerve Motor Points are basically striking points and are utilised to affect a mental stun, distraction prior to effecting a joint lock (lower level of control) or to cause short term motor dysfunction to allow handcuffing or another lower level of control.

The primary striking principle is that if a strike is necessary and justified it should be delivered with maximum effort. This will reduce the need for multiple strikes to effect control and minimise the risk of injury to the subject and the risk of excessive force complaints.



## **The Nerve Motor Points are:**

- **Brachial Plexus (Origin)**

Located on the side of the neck approximately halfway down, under the Sterno Cleido Mastoid muscle. The Brachial Plexus (Origin) was developed to replace punches to the face and head. A dynamic application of pressure should be directed towards the center of the side of the neck with the back of the hand or forearm. This will cause a short-term stun and sometimes unconsciousness.

- **Brachial Plexus Tie-In**

This point is located at the junction of the Pectoralis Major, the Bicep and the Deltoid muscles. There is a defined 'groove' over the shoulder joint. The area should be struck forcefully from the front to create short term motor dysfunction. This may require multiple strikes. A straight punch or palm strike can be utilised. In a potentially deadly assault situation, the butt of a baton may be utilised.

- **Suprascapular**

Located at the junction of the Trapezius muscle and the neck The angle of the strike should be down towards the floor with the intent of causing short term motor dysfunction. This can be struck with the knife hand or hammer fist.

- **Radial**

Located approximately 5cm below the elbow joint on the forearm. The strike should be directed towards the center of the arm. It is utilised to weaken the grip of the subject and will usually require multiple strikes with the forearms or hammer fist.



- **Median**

Located on the inside of the forearm at the base of the wrist, just above the heel of the hand. Utilised for blocking with the baton.

- **Femoral**

This nerve runs down the inside of the thigh. The point is located approximately halfway between the groin and the knee.

- **Common Peroneal**

Located just above the back of the knee. A popular target for the angle kick and knee strike, as well as being the primary baton strike point.

- **Tibial**

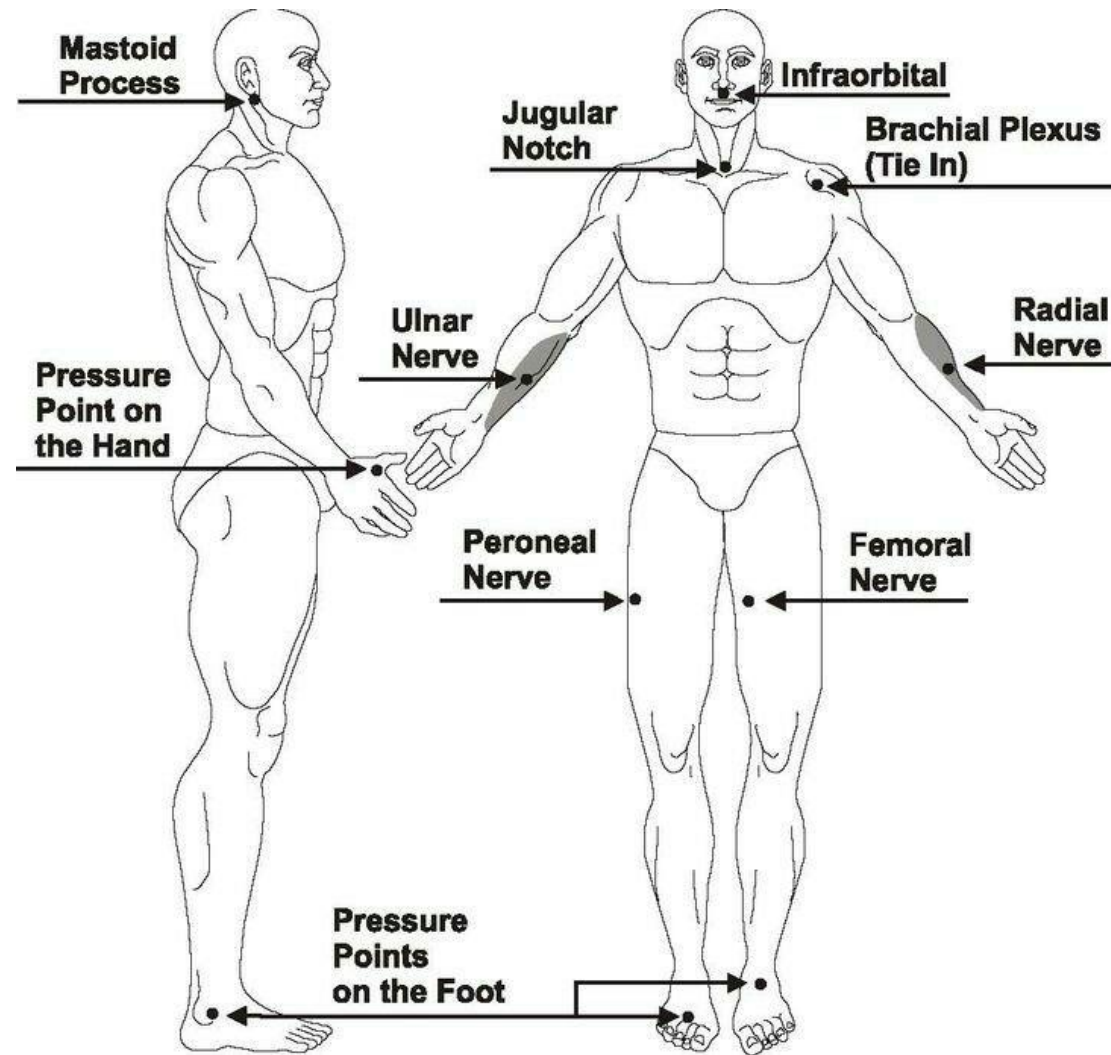
Located at the top of the calf muscle, just below the knee. Primarily a baton strike point.

- **Superficial Peroneal**

Located at the base of the shin just above the instep. Designed as a distraction or to cause motor dysfunction of the foot.



## Examples of Motor Nerve Points

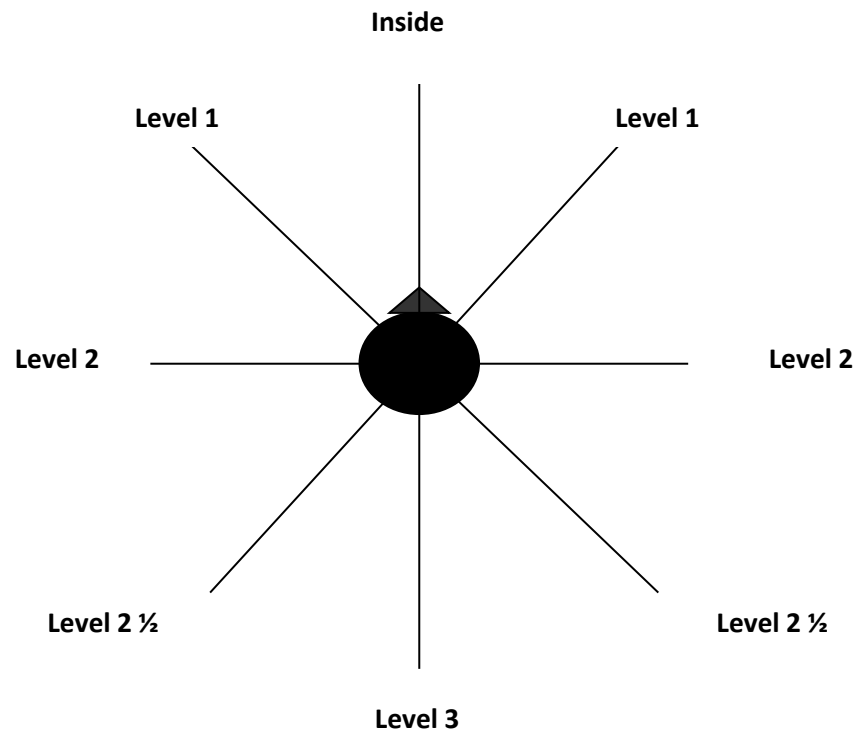




## Approaching the Subject

The subject should ideally be approached from the rear 45° angle. This is known as Level 2 ½. This is the safest and most practical approach position for escorting a subject.

For ease of reference the angles of approach are numbered. The most dangerous is the 'inside' position. This is the area directly in front of the subject and can be controlled by the subject. Level 1 is the interview position, Level 2 is the side position, Level 2 ½ the escort position and Level 3 is directly to the rear:





## Neck Restraints

The only neck restraint recommended is a vascular neck restraint, used to control high levels of resistance by applying pressure to the side of the neck from behind. The pressure is directed inwards on the sides of the neck.

**This has several immediate effects:**

- **Carotid Compression**

The carotid arteries are compressed restricting blood flow to the brain. This results in the brain not receiving sufficient fresh oxygenated blood (via the carotid arteries).

- **Venous Compression**

The jugular veins in the neck, both internal and external, are compressed resulting in an increase in pressure on the brain due to the blood not returning to the heart via the jugular veins.

- **Valsava Manoeuvre**

By compressing the chest of the subject, the chest cavity pressurises and drastically limits the volume of blood returning from the brain. When combined with the other physiological factors, can result in unconsciousness in 5 seconds.



The lateral vascular neck restraint is little used overseas now, as misuse has resulted in the application of a respiratory restraint instead of the vascular restraint. This has led to several incidences of serious injury and death so many departments have overreacted and banned any technique involving the neck. The lateral vascular neck restraint itself, when applied correctly, is very safe for both the subject and the officer. In the past thirty years, there has been no death or serious injury attributed to the lateral vascular neck restraint, and as a result no litigation from its proper use.

**In the lateral vascular neck restraint, the subject is approached from behind:**

- Your arm encircles the neck,
- The deltoid touches one side of the neck and
- The lower forearm contacts the other side of the subjects neck below the mandible, with
- The elbow centred on the subject's chest, and the
- Palm of your locking arm is down,
- The free hand then comes palm up to clasp the locking hand without separating the fingers,
- Subject's neck is braced, and
- Downward pressure with the elbow on the subject's sternum,
- Lower subject to floor.



Relax the restraint upon compliance (usually 4 - 7 seconds) and revive subject by a quick slap between subject's shoulder blades. No pressure is applied to the subject's trachea. If subject does not revive within 30 seconds, commence

The combination can render the subject unconscious in a very short time.

Note the neck is braced and protected by the officer's arm, the subject must still be able to breathe. This technique is not recommended. The recommended technique for extreme, high end situations is the universal vascular neck restraint. The universal vascular neck restraint used to control high levels of resistance by applying pressure to the side of the neck from behind.

**In the universal vascular neck restraint or shoulder pin, the subject is approached from behind (Level 2 ½) and then:**

- Your restraining arm moves under the subject's arm and then across the subject's chest landing the side of the wrist against the side of the neck under the ear with the palm facing down whilst your shoulder moves under their arm pit,
- The subject's arm is pushed up against the side of their head with the action of your shoulder under the subject's armpit,
- The remaining hand then connects palm up with the restraining hand with the restraining elbow applying pressure against the sternum and you then place your head against the back of the subject's head (no pressure is applied to the subject's trachea),



- At this point most subjects will stop resisting. There is no requirement to continue the universal vascular neck restraint. The officer may apply an appropriate alternate technique; a transport wrist lock and remove the subject (for example).
- Should the subject continue to struggle push inwards with the restraining arm applying pressure towards the neck, which is counteracted by pressure of your head against the subject's,
- Step back and kneel with the inside knee whilst still applying pressure lowering the subject to the ground "seated",
- Once again, at this point, when seated, most subjects will stop resisting. There is no requirement to continue the universal vascular neck restraint. The officer may apply an appropriate alternate technique; an arm bar to pin the subject on the ground (for example).
- Should the subject continue to be violent, from the commencement of full pressure it should take 5 seconds to bring the subject under control - pressure is relaxed once resistance stops. Unconsciousness may result.
- Applying pressure to the point of unconsciousness is potentially dangerous and must only be undertaken to subdue extremely violent subjects who show no signs of submitting under their own volition.

The subject should regain consciousness within 5 - 30 seconds which should be combined with a sharp slap between the subject's shoulder blades whilst the subject is seated. If subject does not revive within 30 seconds, commence CPR after loosening clothing around neck.



It is important to continue this technique and indeed any technique that applies pressure to another person (wrist locks etc) to the point of compliance only. Should the subject cease to struggle and resist at any point during the technique the officer should consider the subject subdued release the pressure and apply an alternate restraint.

The other major type of restraint is the respiratory neck restraint or sleeper hold. This is not recommended. If it is taught it is usually by martial arts instructors with no understanding of the legal implications of holds. If you utilise a respiratory restraint, and cause an injury, you could easily be considered to be negligent in your application of force, and therefore personally liable for that injury.

American research and experience suggest that this type of restraint should never be used because of the pressure being applied to the trachea (windpipe) which has resulted in death and serious injury.





## CHAPTER 4 – COUNTER TERRORISM

### Protecting Mass Gatherings

#### **Definition**

Places of mass gathering incorporate a diverse range of facilities including, but not limited to, sporting venues, shopping and business precincts, tourism/entertainment venues/ attractions, hotels and convention centres, major events and public transport hubs.

This also includes significant one-off events. They are characterised by having a large concentration of people on a predictable basis and often have a minimum of security controls present. Identification of places of mass gathering for the purpose of this definition is based on risk and not on any arbitrary numerical threshold.

Given the pervasive threat to a diverse range of targets, the identification of places of mass gathering cannot be precise.

The identification of places of mass gathering potentially at risk from terrorism should be informed by the current security context.



## Security Context

The main terrorist threat to Australia emanates from al-Qa'ida (AQ) and Islamist terrorists inspired by AQ's world view. Public statements by AQ figures and other extremists continue to criticise Australia and identify Australians and Australian interests as legitimate targets.

Despite international counter-terrorism efforts, AQ retains the intent and capability to conduct terrorist attacks and to operationally influence like-minded terrorist networks to undertake attacks. The threat to Australian interests domestically and overseas from AQ like-minded groups will endure for the foreseeable future.

Critical infrastructure and places of mass gathering feature prominently in terrorist attacks linked to AQ and its affiliates – characterised by their symbolic nature, concentration of people in enclosed spaces and economic and social importance. Terrorist attacks have targeted government buildings, diplomatic and consular offices, commercial buildings including hotels and other tourist facilities, residential compounds, commercial and military shipping, aviation, oil and other energy and transport infrastructure. The aviation sector remains a particular focus for AQ and its affiliates.

AQ and like-minded terrorist networks have considered, undertaken and trained for a range of attack methodologies, including suicide bombing using person-borne and vehicle-borne (car, truck, boat and plane) improvised explosive devices, assassination, missile attack and remote-control truck bombing.

Conventional and improvised weapons remain the primary feature of terrorist attacks, despite terrorist groups having an interest in, and having ready access to, information on cyber-attacks and on weapons of mass destruction. Innovation and ingenuity in circumventing security measures is a feature of terrorist attacks. However, past plots may not provide a basis for future attack planning.



## Security Operations

Places of mass gathering are potential targets for terrorist attack, particularly in larger cities, as they may satisfy the following criteria:

- Provide opportunity for attack in terms of accessibility and vulnerability
- Cause high-impact imagery likely to be generated by an attack
- Have high symbolic value, and
- Have consequences in terms of mass casualties, economic impact and public anxiety in the broader community.

By concentrating large numbers of people at high density in accessible places, at regular or predictable times, mass gatherings present the opportunity for terrorists to inflict mass casualties, cause economic damage, and instil public fear. Places of mass gathering, or the events themselves, may have symbolic value, or be representative of Western culture. Furthermore, any terrorist attack against a place of mass gathering would generate considerable media interest.



## **Process for engaging with places of mass gathering at risk from terrorism**

The national approach relies on an active business government partnership. This partnership will be achieved through three principal methods of engagement based on an intelligence-led, risk management process.

### **Guided self-assessment:**

- All owners and operators of places of mass gathering have an obligation to consider the risk of terrorism in their security and emergency planning processes. Governments should make available tools through which owners and operators can self-assess the risk of terrorism to their operation.

### **Top down:**

Intelligence-led advice will be provided to owners and operators when relevant.

### **Bottom up:**

Specific responses to enquiries from industry/owners and operators about the threat of terrorism to their operations will be provided. The exchange of information and engagement with law enforcement authorities to discuss Australia-wide issues relevant to the protection of places of mass gathering will occur via the BAG.



## **Role of owners and operators of places of mass gathering and event organisers**

Owners and operators of places of mass gathering and event organisers are encouraged to:

- Provide adequate security for their assets, based on threat and risk
- Actively apply risk management techniques to their planning processes
- Conduct regular reviews of risk assessments and security, emergency and contingency plans
- Develop and regularly review business continuity plans, including identifying interdependencies
- Conduct training and exercise their security, emergency and contingency plans, and
- Participate in government exercises to assist in harmonising prevention, response and recovery arrangements with relevant controlling agencies.



## **Role of Crowd Controllers at places of mass gathering**

- Maintain an awareness of their operating environment
- Report any incidents or suspicious activity to management
- Understand what may constitute suspicious behaviour in relation to terrorism

## **Layered Security**

Layered security describes the practice of securing a site by applying multiple layers of complementary protective security measures. The goal of layered security is to reduce the likelihood of a successful terrorist attack on a crowded place by building multiple layers of redundancy into a site's security architecture. If implemented correctly, layered security ensures that the failure of any single layer—which may consist of different security measures—will not significantly compromise the overall security of the place being protected. This concept is also known as 'security in depth'.



## **Layered Security Model**

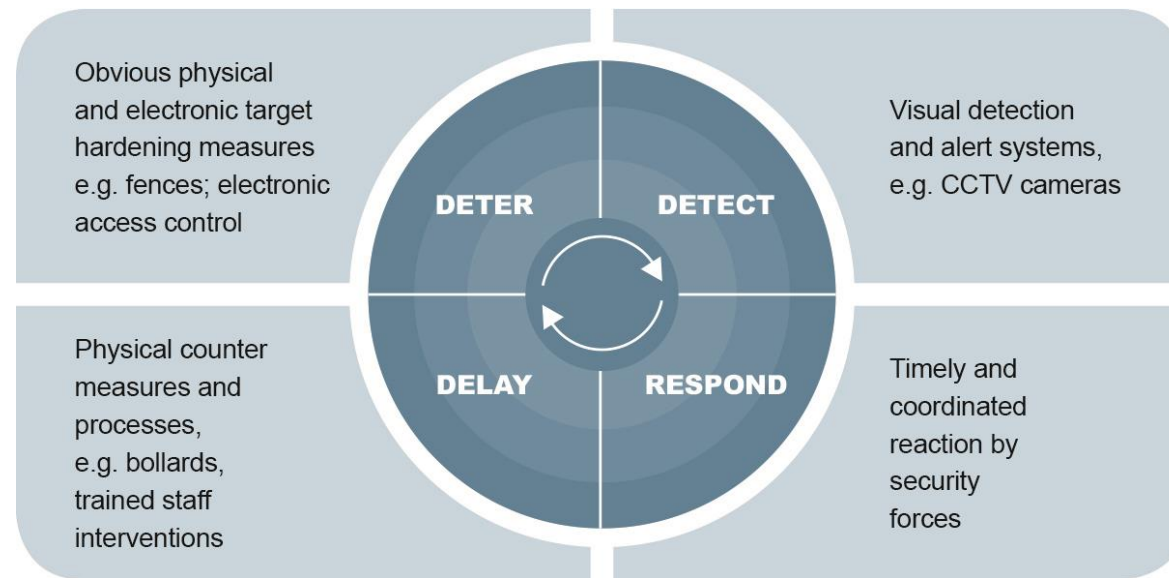
Applying the model better equips those responsible for, working in, and using a crowded place to deter, detect, delay, and respond to a terrorist attack.

The actual measures owners and operators can use within each of these layers will differ from location to location. Decisions about protective security will be informed by a variety of factors, including:

- The prevailing threat advice
- The type of purpose of the site, including the presence of high-profile individuals
- The history of security incidents at the site
- The presence of high-risk facilities in close proximity to the site
- Existing security measures that are in place



The following represents some examples of protective security measures that can be used within each layer. Some security measure can strengthen multiple layers. For example, the effective use of security officers can help to delay, detect, deter, respond to, and recover from an attack.





**Deterring:**

A potential terrorist attack can involve the presence of obvious physical and electronic target hardening measures, including:

- Fencing indicating demarcation;
- Perimeter security lighting;
- Warning signs and notices;
- High visibility security patrols;
- CCTV cameras;
- Perimeter vehicle security barriers.

**Detecting**

A potential terrorist attack can occur through visual detection and alert systems, including:

- CCTV cameras;
- Electronic intruder detection systems;
- Reporting of suspicious behaviour by security officers, staff, or members of the public;
- Vehicle screening and searching;
- Canine explosive trace detection;
- Screening—x-ray machines, metal detectors, explosive trace detection, and bag inspections.



**Delaying:**

A potential terrorist attack can occur through physical countermeasures and other approaches including:

- Security fences;
- Environmental barriers including water features, natural topography, and vegetation;
- Vehicle security barriers and measures to slow the speed of vehicles;
- Pedestrian and vehicle access control points;
- Trained staff interventions;
- Rapid security officer response.

**Responding:**

To a potential terrorist attack requires a timely and coordinated security response throughout a crowded place's area of control. Important elements of response include:

- Security staff who can respond quickly and possess the requisite training, competence and equipment to deal with or limit the impact of threats to the location;
- Reliable emergency communication systems throughout the location;
- Comprehensive security plans that are understood by all staff and security personnel, regularly exercised, and compatible with local emergency services plans.



## Active Armed Offender

An armed offender who is actively engaged in killing or attempting to kill people, and who demonstrated their intention to continue to do so while having access to additional potential victims. Active armed offender attacks continue to be one of the most common tactics adopted by terrorists and other criminals around the world. This is, in part, due to the relative ease of access to weapons, including edged weapons and firearms – although the availability of such weapons varies between countries.

In Australia, the use of firearms in a terrorist attack is considered feasible even though these weapons are well regulated. Recent overseas experiences, such as the April 2017 attack on London Bridge and the Borough Market, demonstrates the ability of terrorists to use edged weapons to inflict multiple casualties and injuries.

Terrorist propaganda continues to encourage individuals, particularly those based in Western countries, to conduct attacks at home if they are unable to travel to conflict zones.

Terrorist propaganda – and other sources of violent extremist guidance available both online and offline – can provide simple, practical guidance on how to prepare for and conduct a terrorist attack. Australia and New Zealand are not immune to active armed offender attacks. Several attacks targeting places like shopping centres, universities and public spaces have been disrupted. Firearms have featured in three terrorists' attacks in Australia since 2014. Active armed offender attacks in Australia remain a real, persistent and substantial threat to the community.

Violent Islamist extremists are not the only source of active armed offender threat. Any extremist ideology can give rise to this tactic and some offenders may not be motivated by ideology at all. The deadliest mass casualty shooting in Australia – the 1996 Port Arthur massacre – was perpetrated by an individual with no links to an extremist ideology.



## **Characteristics of active armed offender incidents**

An active armed offender attempting to kill and injure as many people as possible within the shortest period of time will generally target places with the greatest number of people in close proximity, i.e. crowded places.

The sudden, unpredictable, and rapid development of active armed offender incidents often means the first responders to these incidents may include uniformed and/or plain clothes police, protective service officers or security guards.

An active armed offender incident does not generally include a hostage situation, but can potentially transition into one, particularly during the police resolution phase. Attackers took hostages in two of the three terrorist attacks involving firearms in Australia since 2014.



## **Prevention**

Not all risks or emergencies can be prevented. The concept of prevention should therefore have a broad meaning to encompass activities that may reduce the severity or impact of the emergency event. General prevention-related activities can include gathering and analysing intelligence, developing strategies to reduce the impact on life and/or property, and identifying or eliminating vulnerabilities at potential target sites. This can be largely achieved through business-to-business and business-to-government engagement.

For most types of active armed offender attacks, prevention activities should aim to:

- Assess the threat and risk to address vulnerabilities;
- Develop a proactive protective security posture;
- Deter a would-be attacker – by providing obvious physical and electronic security measures, coupled with good risk management practices;
- Detect an intrusion – by providing alert and visual detection systems; and
- Delay or limit the intrusion for a sufficient period to allow a response force to attend – by putting in place measures that will potentially limit the movement of the offender and reduce access to further victims.



## Initial response

Because of the dynamic and unpredictable nature of active armed offender incidents there is no single best practice that crowded place owners and operators can build into their plans, arrangements and training activities. The primary objective of any initial response planning should be to minimise the offender's access to victims. Therefore, owners and operators should develop, and practise strategies aimed at evacuating people and isolating the offender.

