

general public. However, public safety may require controlling access to certain areas of the event.

In general these are some key questions to ask about access control for special events:

- Do we have clearly specified perimeters: inner, middle, outer?
- Do we have adequate and appropriate security for each perimeter?
- Do we have enough technical equipment for effective and efficient screening?
- Do we have enough staff for timely screening?
- Do we have staff trained and experienced in screening?
- Do we have proper screening protocols?
- Are screening regulations clearly posted for all participants to read?

II. Access Control Perimeters

Security professionals recommend planning access control in terms of three perimeters—outer, middle, and inner. Slide 6 presents a simplistic schematic showing the three security perimeters. (The perimeters are the rings or borders.)

A. Outer Perimeter Security

The outer perimeter is often referred to as the first line of defense. The National Football League’s “Best Practices for Stadium Security” refer to securing the outer perimeter as follows:

- Establish a 100-foot secure outer perimeter around the stadium to the maximum extent possible.
- Use substantial barricades to protect areas that are vulnerable to forced vehicle entry. Barricades may include Jersey barriers, reinforced concrete decorative planters, bollards, or large trucks or buses.
- Close roads and streets adjacent to the facility, where feasible.

Outer perimeter security is used to deter vehicle traffic but not necessarily pedestrian traffic. One key security concern is vehicle bombs. Depending on the scale and importance of the event, security forces may also place countersurveillance teams, mobile field forces, and fixed posts around the outer perimeter.

**Slides 4 and 5:
Key Questions**

**Slide 6: Security
perimeters**

**Slide 7: Outer
perimeter**

B. Middle Perimeter Security

The middle perimeter is the first level of access control for persons and their possessions. This perimeter is secured so that no one without a pass/ticket or credential is permitted entry through protected gates or doors. Depending on the scale and importance of the special event, screening participants at this level may involve a combination of the following, ranging from less to more security:

Persons:

- (a) inspect visually, (b) require person to open outer clothing, (c) pat down outer clothing, (d) use magnetometer wands to scan clothing, (d) place all jackets and outer clothing through an X-ray machine.
- Post uniformed officer at each gate to observe suspicious behavior and to back up screeners.

Possessions/Objects:

- Prohibit any large objects—coolers, backpacks, large bags, etc. (that could be used to conceal explosives or weapons).
- Visual inspection and search of all handbags, binocular cases, briefcases, etc.
- Use magnetometers to scan all handbags, binocular cases, briefcases, etc.

It is advisable to publicize and clearly post the policy related to inspections and to identify prohibited items. The NFL's "Best Practices for Stadium Security" states that team owners should do the following:

- Publicize the policy concerning inspections and identify prohibited items.
- Send notices to season ticket holders.
- Post signage and distribute leaflets at the stadiums, satellite parking areas, and logical transit sites.
- Use loop announcements and staff at key locations to provide information on allowable and prohibited items.

For major sporting and other special events, the media might also be helpful in publicizing what items will be allowed into the event.

Here is how middle perimeter access control works at the Rose Bowl stadium. The stadium's private security firm checks credentials and IDs of all persons entering stadium areas that

Slide 8: Middle perimeter

Slide 9: Middle perimeter: scanning of persons

Slide 10: Middle perimeter: scanning of objects

Slide 11: Publicize policy on prohibited items

Slide 12: Rose Bowl search levels

are not open to the public and also checks their names against a list of allowed persons. In addition, everyone entering the stadium is subject to search. There are three levels of searches for various events at the stadium, based on the threat level:

- Level A includes visual inspection of purses at small events (e.g., swap meets).
- Level B includes inspection of garments and searches of bags (by security personnel, who are supervised by police).
- Level C includes pat-down searches.

Time

Time is another key factor. The length of time needed to screen participants partly determines when the gates should open for people to begin entering the venue. When the gates are opened, screening staff must be ready. Long lines and waiting time at access gates may cause attendees to become unruly and disorderly.

Supervision

Screeners at special events are often private security employees. The lead law enforcement agency should make sure they have been trained and that they follow the inspection protocols. So that screeners can concentrate on their duties, they should not be asked to collect tickets also.

Trouble Desk

The “NASCAR Minimum Security Standards” recommend establishing a “trouble desk” at strategic access points to resolve identification and pass issues. If there is a trouble desk, it is not necessary to stop the entrance line to deal with a complication. The person whose name is not on the list or whose credential seems suspect can be sent to the trouble desk for proper attention without holding everyone else up.

For example, during football games, the University of California/Berkeley stations staff at the student access gate. These staff are equipped with computers and, if screeners find a problem, can access university files to check whether students have valid identification and have paid for the game.

Reentry

Law enforcement and event organizers also have to establish a policy on allowing event spectators to leave the venue and reenter later. Some major events, such as some NASCAR races, allow it, while others (most Division I college football

Slides 13 to 14: Other screening and access factors

games) do not—for fear people will drink more alcohol or use drugs in the parking lot.

Parking

At some venues, middle perimeter security may include parking control. For example, spectators may have to park between the middle and outer perimeters or even outside the outer perimeter, while venue staff and VIPs may be allowed to park at a garage under the stadium. Decisions must be made and protocols developed regarding:

- Level of vehicle inspection (visual, undercarriage viewing, bomb dog sweeps, etc.)
- Tagging vehicles to show other security forces that the vehicle has been inspected and is allowed to park in a restricted area
- Towing vehicles that do not comply with rules (even if they belong to security forces).

Towing

At special events, one of the best security tools is the tow truck.

C. Inner Perimeter Security

The U.S. Secret Service refers to the inner perimeter as the last line of defense. The inner perimeter typically contains all the high-level government officials, performers, sports players, VIPs, and their invited guests. The inner perimeter may be the stage and backstage at a theater or political event, the playing field and players' benches in a sporting event, the infield at a horse racing or NASCAR event, and the like. People given access to the inner perimeter are screened in advance of the event, generally with background checks. No one is allowed into the inner perimeter without identification and permission.

Establishing inner perimeter security often means setting up additional checkpoints where people attempting to enter are screened very carefully. The screening at this stage is for the proper credentials, since the people have already passed through the access gate screening. Often, the area within the inner perimeter is inspected for explosives (by bomb dogs) and weapons and then secured long before the arrival of the VIPs.

Sometimes law enforcement agencies have difficulty with personal bodyguards of VIPs and political officials, including foreign dignitaries. Event security staff need to know who these bodyguards are, confirm the degree to which they have been vetted, and decide whether they will be allowed to remain

Slide 15: Inner perimeter

armed within the inner perimeter.

III. Other Tools and Concerns

A. Security Video Cameras

Most large special events venues today are equipped with security video cameras. Reportedly, more than 1,600 video cameras were used at the 2004 Summer Olympics in Athens. The city of Jacksonville, Florida, contracted with a private firm to build a network of more than 100 security cameras to provide video surveillance at Super Bowl XXXIX in February 2005.

Cameras can double as both security and logistical tools. Staff monitor the cameras for two reasons:

- To detect and record attempted security breaches
- To observe the movements of dignitaries, performers, or speakers to smooth the timing of events.

It is also possible to use video cameras to identify someone who commits a crime (spectator, protestor) and arrest the person later when doing so might cause less of a disruption.

B. Personal Observation

In addition to using video cameras, many law enforcement agencies position officers on rooftops or other high points to observe crowd behavior during special events. For example, in Columbus, Ohio, for the Red White and Blue Festival, police use an elevated hydraulic platform. Two officers go up on the platform, and another stays down to guard it. Police report that because the officers can be seen by the crowd, the crowd is much more orderly.

C. Deliveries

Food and beverages are a key part of all special events. Vendors need to deliver these and other goods to event venues. However, this is a potentially vulnerable matter that requires careful security planning.

During the 2004 Democratic National Convention, the Secret Service and Boston Police Department established elaborate inspection plans for food and supply deliveries to the Fleet Center. Drivers were screened with background checks. Vans were screened and inspected (including bomb dog sweeps) at an off-site safe zone. The vans were inspected again when they arrived at the specially designated entry point at the Fleet Center. Inspection logs were maintained, recording the drivers

Slide 16: Other tools and concerns

and deliveries.

D. Limos; Truck Rentals

It may also be advisable to do background checks on all limo drivers and truck drivers who are scheduled to come to the event. In addition, it may be wise to study truck rentals before the event. For the Republican National Convention, rental companies provided the NYPD with names of individuals renting trucks prior to the convention.

E. Mail and Packages

Security planners should determine whether mail and packages destined for the event site should be screened. For events where a threat assessment shows a high degree of risk, the U.S. Postal Inspection Service will work with event organizers to conduct pre-delivery screening of mail and packages (for explosives and biohazards). If the event does not meet Postal Inspection Service criteria, organizers may instead need to have screening services performed by a private company—or even stop deliveries.

F. Facilities Inspection

Prior to major special events, the lead law enforcement agency should ensure that the fire marshal or city/county building inspector has inspected all event venues. The inspection should answer the following questions:

- Are all alarms in working order?
- Are security doors and gates alarmed?
- In case of fire or evacuation, do doors automatically unlock?
- How are alarms monitored?
- Are emergency plans up to date?
- Do security planners have a floor plan?
- Are HVAC (heating, ventilation, and air conditioning), mechanical, gas, and other critical systems up to date?

G. Cash Security

At many special events, especially sporting events and concerts, thousands of dollars in cash may be collected at ticket booths, concession stands, and the like. Law enforcement overseeing security of the event is often responsible, sometimes in cooperation with private security, for protecting the cash collections. This protection includes securing the cash from external robbery and also from employee theft and loss.

Some issues that should be considered in securing cash

collections at special events include the following:

- Have all cash collection booths and concessions been located and marked on the facility/stadium floor plan map?
- Are security forces located near the cash collection and concession areas?
- Has law enforcement reviewed the travel routes that event staff will take to move cash to a central location?
- Have the travel routes for cash been reviewed for vulnerabilities?
- Has law enforcement reviewed and agreed to the pick-up times to collect the cash?
- Is the central cash location secured by law enforcement or private security?
- Does the central cash location contain a secure safe to store the cash until it is transported to a bank?
- Has law enforcement obtained a written estimate of the amount of cash that will be collected at each booth and concession?
- Does law enforcement have a list of names and duties for all personnel who will handle the cash?
- Does the event organizer contract with an armored vehicle service to pick up the cash and transport it to a bank?

IV. Credentialing

Credentialing is one of the main tools used in special event access control. Credentials make it possible to differentiate between:

- Spectators or fans who have paid or have tickets to enter an event
- Performers, VIPs, officials, and others who have the privilege or permission to be backstage at the event.

The Secret Service notes the following in its training on major events credentialing:

The mission of major events credentialing is to design and produce badge identification to ensure the greatest possible level of security for personnel and property, and to enhance the ability of law enforcement to control access to secure areas, facilities, and events.

**Slide 17:
Credentialing**

**Slide 18: Secret
Service definition**

The Secret Service stresses the difference between a credential and a ticket. A ticket is issued to spectators or the general public, whereas a credential identifies specific individuals who are allowed access to a venue for a purpose. Security staff should not confuse the two. A ticket to enter an event is not a credential—you cannot assume that someone with a ticket has been vetted for security purposes.

Slide 20 shows a NASCAR credential. It has numerous anti-counterfeiting features and a control number. Holographic, diamond-shaped stickers give access to special areas of the track.

The following are some key questions regarding credentials:

- Do we have a plan and process to produce credentials for the special event?
- Do we have adequate technology to produce credentials?
- Do we have the required personnel contact information in a database to produce credentials?
- If we don't have the capacity to produce credentials in-house, what agency can we partner with to help us?
- Who will be credentialed?
- Which credentialed personnel require police background records checks?
- Who will conduct the records checks?
- What criteria will be used to exclude people from receiving badges?
- How will credentials be distributed?
- Where will the credentialing center be located (must be open before and during the event)?

Badges are typically color-coded to show perimeter access. For example, a purple badge may allow access inside the middle perimeter while red allows access inside the inner perimeter. Color-coding can instead be used to designate personnel functions: blue for law enforcement, green for government staff, orange for VIPs and dignitaries, etc.

All security personnel should receive briefing packets that show the badge colors and explain the access codes. For most major special events, photo identification is also part of the badge.

Credentials also allow security planners to create zones within perimeters. In other words, security can allow someone access to the inner perimeter but still restrict the person from having access to VIPs and performer areas. At NASCAR races, some

Slide 19: Ticket Credential

Slide 20: NASCAR credential

Slide 21 to 22: Questions regarding credentials

Slide 23: Color-coding

people are issued color-coded credentials that allow them access to the infield so they can walk around and see the drivers and their RVs. However, they are restricted from actually walking around the “pits” unless they have a special badge. Badges can also identify who is law enforcement, who is allowed to carry a firearm, who has escort privileges, and more.

Two costly aspects of credentialing are:

- Personnel background checks
- Badge-related technology.

Event security planners may need to run *background checks* (at a minimum, National Crime Information Center (NCIC) checks) on some people who are granted inner perimeter access, depending on the nature of the event and the VIPs in attendance (political figures, foreign heads of state, etc.). For example, if an event is held in a hotel, can hotel management verify that they have run background checks on waiters with inner perimeter access? Have the waiters worked for the hotel for many years?

Badge-related technology includes cameras to take ID photos, computers to store contact information, and badge-making equipment. Sophisticated badge-making equipment places holographs on the badges so that they are difficult to counterfeit. In the future, event badges may also include some biometric identification and bar coding.

Some organizers also print numbers on the back of the badges, such as “922-1.” The 1 specifies the number of times the badge has been printed. If someone lost a badge and received a new one, it would be numbered “922-2” and a memo could be issued notifying security staff that badge “922-1” is now invalid.

These are some additional tips for credentialing at special events:

- Provide adequate information on badges to verify wearers’ identity and level of access.
- Make codes easy for security personnel to interpret.
- Include enough security features to prevent counterfeiting and assist in credential verification.

In sum, access control is critical in securing major special events. It is used to:

**Slide 24:
Credentialing costs**

**Slide 25: Additional
tips**

Slide 26: Conclusion

- Grant access to people who are authorized to enter (ticket holders, performers, staff)
- Ensure that they are not bringing in contraband (weapons, drugs)
- Exclude people who are not authorized to enter.

Access control typically relies on outer, middle, and inner security perimeters. Different access and search rules apply at each perimeter. The policy regarding searches and prohibited items should be promulgated widely in advance. Some useful access control tools and techniques are video cameras, trouble desks, off-site screening of delivery vehicles, and use of credentials.

IV. Tabletop Exercise and Student Worksheets

A tabletop exercise was introduced in Module 1 and is used to demonstrate the need for pre-planning for major special events. The instructor should refer the class back to the tabletop exercise, anchoring teaching points to a common theme throughout the course.

Students should also work on the “Lessons to Learn” worksheet. The instructor should ask students to spend a few minutes completing this document, which will help them research and gain deeper knowledge about this particular topic.

Students should also work on the “Personal Action Plan” worksheet. This worksheet is designed to help students develop specific steps, actions, or contacts and will help them relate the material to events they are responsible for in their own jurisdictions.

Slide 27: Tabletop exercise

Slide 28: Break