
CERT TRAFFIC AND CROWD MANAGEMENT

In this module you will learn about:

- ***CERT Basic Training Concepts That Apply to Traffic and Crowd Management.*** How Incident Command System (ICS), sizeup, safety, and team communication apply to traffic and crowd management.
- **Communicating Effectively.** Using hand signals and communication skills to direct traffic and crowds and communicating with team members and up the chain of command during traffic and crowd events.
- **Crowd Management.** Crowd psychology skills for responding to crowd behavior, when to back away from a crowd instead of responding, maintaining safety while managing crowds, and how to put together a basic crowd management plan.
- **Traffic Management.** Using traffic control devices to manage traffic in various situations, safety when managing traffic, and how to put together a basic traffic management plan.

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COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

LEARNING OBJECTIVES/ PERFORMANCE OUTCOMES

At the conclusion of this module, the participants will be able to:

- Identify possible CERT roles in traffic and crowd management.
- Explain *CERT Basic Training* concepts that apply to traffic and crowd management.
- Demonstrate the standard hand signals for directing traffic and crowds.
- Describe skills for effective verbal communication with the public.
- Explain how to use radios and verbal communication skills to communicate with team members and the chain of command.
- Recognize and respond to various types of crowd behavior.
- Identify safety concerns for managing crowds.
- Develop a basic crowd management plan for an emergency situation.
- Demonstrate the correct use of traffic control devices.
- Recognize safety concerns for managing traffic.
- Read and write a basic traffic management plan.

SCOPE

The topics that will be discussed in this unit are:

- Introduction and Overview
- Review of *CERT Basic Training* Concepts That Apply to Traffic and Crowd Management
- Communicating Effectively
- Crowd Management
- Traffic Management
- Unit Summary

ESTIMATED COMPLETION TIME

4 hours

TRAINING METHODS

The instructor will welcome participants to the module, facilitate introductions, and describe the module purpose, topics, and learning objectives. Then the instructor will lead a discussion about types of situations and events where CERT may be used to assist in the direction or management of traffic and crowds.

The instructor will discuss appropriate roles and limitations for CERT members assisting at the events and situations identified in the previous discussion. The instructor will present the concept of management versus control and the importance of personal safety. The instructor will then review relevant local laws and statutes pertaining to traffic and crowd management.

The instructor will review the Incident Command System (ICS) and how the local CERT fits into the structure. The instructor will lead a discussion to recall the steps of the CERT sizeup process. The instructor will also review important points from *CERT Basic Training* on maintaining scene safety and communicating with team members.

Next, the instructor will model hand signals used to direct crowds and traffic. Participants will practice using the hand signals. The instructor will describe tips for communicating effectively when giving directions and answering questions.

Participants will review scenarios of stressful incidents relating to traffic and crowds and identify their comfort level with each situation. Then the instructor will discuss radio communication, demonstrate basic skills for operating a radio, and discuss communication with team members and the chain of command.

The instructor will introduce the basic premises of crowd psychology and distribute and review a mini field operations guide (FOG) that describes the Look Out/Watch Out for crowd situations. Then the instructor will describe scenarios of observable crowd behavior signs and have the class describe how they would manage each situation. Participants will review a job aid of observable behavior signs and appropriate responses to crowd behavior. Next, participants will work in groups to size up a scene and develop a basic crowd management plan based on various scenarios.

**TRAINING
METHODS
(CONTINUED)**

The instructor will then lead a discussion to identify equipment needed for traffic direction, including protective attire and traffic control devices. The instructor will use props to demonstrate appropriate use of stop/slow signs and flags. Then the instructor will discuss safe setup of traffic cones and flares, benefits and limitations of each, and safe protocol for igniting and extinguishing flares.

The instructor will discuss personal safety, team safety, and scene safety at the traffic scene and summarize by reviewing specific Do's and Don'ts for maintaining safety and pointing out the Look Out/Watch Out for traffic situations in the mini FOG.

The instructor will then discuss traffic control points and procedures for managing traffic on straight roads, curved roads, and intersections. The instructor will describe a traffic management scenario and the class will set up unlit traffic flares and use flags and radios to direct traffic and communicate with each other.

The instructor will review steps for developing a traffic management plan for an unplanned incident and lead a group activity where participants develop a basic traffic management plan for a given scenario.

**RESOURCES
REQUIRED**

- Community Emergency Response Team Traffic and Crowd Management Instructor Guide (for instructors)
- Community Emergency Response Team Traffic and Crowd Management Participant Manual (for participants)
- PowerPoint slides 0 to 89

EQUIPMENT

The following additional equipment is required for this module:

- A computer with PowerPoint software and Windows Media Player
- A computer projector and screen
- Masking tape
- Easel pad and easel or whiteboard
- Markers
- 2-4 flags
- 2-4 authorized safety vests for traffic direction

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

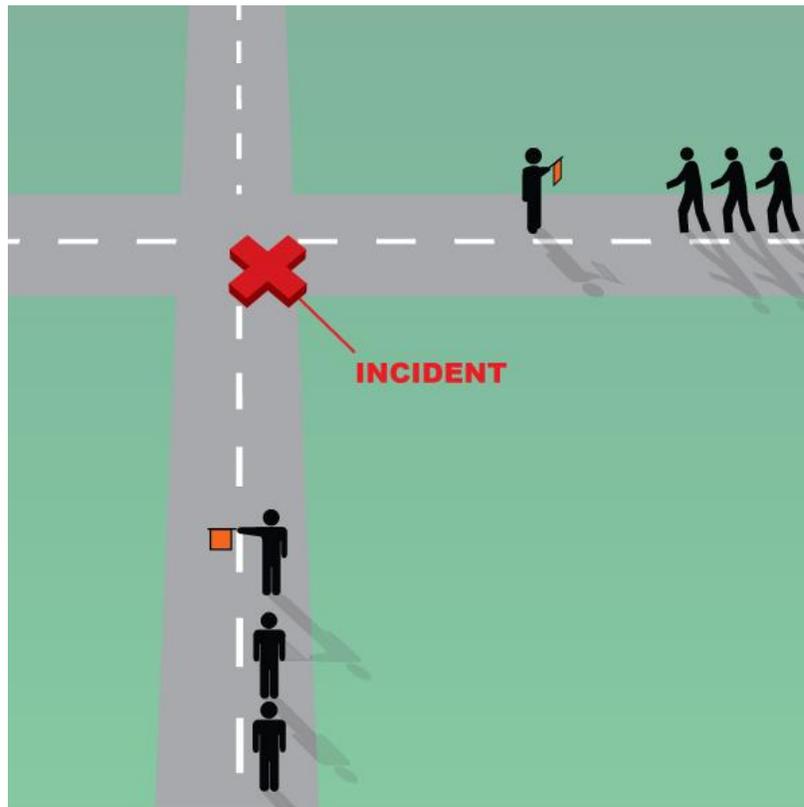
- EQUIPMENT**
- 2-4 stop paddles
- (CONTINUED)**
- 2 two-way radios

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- PREPARATION**
1. Review the entire module and add local information where requested on p. 17, Slide 20. Prepare information on:
 - State laws and local ordinances that pertain to traffic and crowd management
 - Good Samaritan law
 - Obedience to persons directing traffic
 - Use of traffic control devices
 - Closing of roadways or re-routing of traffic during incidents
 - Injuries resulting from large crowds and traffic situations
 - The local evacuation plan
 2. Prior to class, make copies of the mini FOG found at the end of the Instructor Guide. You may choose to:
 - Cut out the two sides of the FOG and get them laminated back-to-back to make a two-sided card that you will distribute to participants, or
 - Distribute the handout to participants as it is. Ask them to cut the two sides out and tape/glue them together back-to-back.
 3. Your CERT program is responsible for supplying safety vests to participants for traffic direction. Federal law requires the following safety vest specifications for all persons directing traffic:
 - Daytime: High-Visibility Vest meeting ANSI 107-1999 standard performance for Class 2 risk exposure
 - Nighttime: High-Visibility Vest meeting ANSI 107-1999 standard performance for Class 3 risk exposure

The vests may be purchased with Federal grant funds and are included in the Authorized Equipment List (AEL) for DHS grants. The AEL number is 01ZA-06-VEST.
 4. If your program plans to conduct the *CERT Emergency Communications* module, it would be effective to deliver that module before this one, as the information in *CERT Emergency Communications* provides a good foundation on radio communications for the content in this module.

**PREPARATION
(CONTINUED)**

5. For the Directing Traffic exercise, identify a location in the training facility where the two people directing traffic can't see each other, e.g., at the intersection of two hallways. Place one person and his/her traffic part way down one hallway and place the other person and his/her traffic part way down the other hallway as shown in the illustration below.



NOTES

A suggested time plan for this unit is as follows:

Introduction and Overview	15 minutes
Review of <i>CERT Basic Training</i> Concepts That Apply to Traffic and Crowd Management.....	20 minutes
Communicating Effectively.....	70 minutes
Break	10 minutes
Crowd Management.....	50 minutes
Traffic Management.....	70 minutes
Unit Summary	5 minutes
Total Time: 4 hours	

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

PARTICIPANT PREREQUISITES Participants must have completed the *CERT Basic Training* course.

INSTRUCTOR QUALIFICATIONS Instructors for *CERT Traffic and Crowd Management* should have the following qualifications:

- Demonstrated expertise in the subject matter
- Instructional experience and training
- An understanding of the CERT role and responsibilities
- Experience working with volunteers

ACKNOWLEDGEMENTS The National CERT Program would like to thank the following people who participated in a focus group to develop this training module:

Bill Gates
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Emergency Manager
City of Kent Emergency Management
Kent, WA

Steve Orr
Deputy Sheriff and Volunteer Firefighter
Madison, MT

Don Peyton
Phoenix Fire Department
Phoenix, AZ

SOURCES

- California Highway Patrol Techniques of Traffic Control
- Federal Emergency Management Agency, IS-15: A Special Events Contingency Planning for Public Safety
- Federal Highway Administration Flagger's Handbook
- Federal Highway Administration Simplified Guide to the Incident Command System for Transportation Professionals.
http://ops.fhwa.dot.gov/publications/ics_guide/index.htm
- Federal Highway Administration Traffic Control Concepts for Incident Clearance.
<http://ops.fhwa.dot.gov/publications/fhwahop08057/50.htm>
- Madison County, Montana CERT Traffic Control and Directing
- Pompano Beach, Florida Police Department Traffic Control
- Reno County, Nevada Emergency Management Traffic Control Safety for CERT
- Virginia Beach, Virginia CERT Traffic Direction

REMARKS

This module includes information on flagging. Depending on your jurisdiction's policy, you may or may not choose to issue this equipment to CERT members.

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CERT Traffic and Crowd Management

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 426 600 758" data-label="Image"> </div> <p data-bbox="159 772 386 810">Display Slide 0</p> <div data-bbox="159 905 600 1236" data-label="Image"> </div> <p data-bbox="159 1251 386 1289">Display Slide 1</p>	<p data-bbox="630 426 1104 464"><i>Introduction and Overview</i></p> <p data-bbox="630 485 1047 522">Welcome and Introductions</p> <p data-bbox="630 537 1437 611">Welcome the participants to the <i>CERT Traffic and Crowd Management</i> supplemental training.</p> <p data-bbox="630 627 1443 737">Introduce yourself and provide some background information about your past experience with CERT and/or with traffic and crowd management.</p> <p data-bbox="630 751 1443 825">Ask other instructors to introduce themselves in the same way.</p> <p data-bbox="630 905 1006 942">Participant Introductions</p> <p data-bbox="630 957 1443 1136">Develop a class roster by passing around a sheet of paper and asking the participants to write down their names and contact information, or have them check in on a roster already developed from pre-registration information.</p> <p data-bbox="630 1157 1424 1304">If participants do not already know each other, have participants introduce themselves by giving their names and the reason they want to learn more about traffic and crowd management.</p>

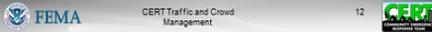
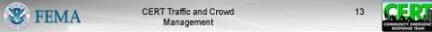
INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 296 600 352"> <p>Administrative Announcements</p> </div> <ul style="list-style-type: none"> ● Breaks ● Emergency exits ● Restrooms, smoking policy, cell phones silent ● Module completion <div data-bbox="159 596 600 630">  CERT Traffic and Crowd Management 2  </div>	<p>Administrative Announcements</p> <p>Make any necessary announcements such as:</p> <ul style="list-style-type: none"> ● Schedule of breaks for this session ● Emergency exits ● Restroom locations, smoking policy, silencing cell phones, etc. ● Module completion requirements
<p>Display Slide 2</p>	
<div data-bbox="159 737 600 793"> <p>Module Purpose</p> </div> <p>To provide CERT members with the skills needed to manage traffic and crowds in planned and emergency situations.</p> <div data-bbox="370 814 578 1010">  </div> <div data-bbox="159 1037 600 1066">  CERT Traffic and Crowd Management 3  </div>	<p>Module Purpose</p> <p>Review the module purpose.</p> <p>The purpose of the <i>CERT Traffic and Crowd Management</i> module is to provide CERT members with the skills needed to manage traffic and crowds in planned and emergency situations.</p>
<p>Display Slide 3</p>	
<div data-bbox="159 1157 600 1213"> <p>What You Will Learn</p> </div> <ul style="list-style-type: none"> ● <i>CERT Basic Training</i> Concepts That Apply to Traffic and Crowd Management ● Communicating Effectively ● Crowd Management ● Traffic Management <div data-bbox="391 1245 581 1377">  </div> <div data-bbox="159 1451 600 1486">  CERT Traffic and Crowd Management 4  </div>	<p>What You Will Learn</p> <p>List the topics that will be taught in the module:</p> <ul style="list-style-type: none"> ● Review of <i>CERT Basic Training</i> Concepts That Apply to Traffic and Crowd Management ● Communicating Effectively ● Crowd Management ● Traffic Management
<p>Display Slide 4</p>	

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

INSTRUCTOR GUIDANCE	CONTENT
<p>Module Objectives</p> <ul style="list-style-type: none">● Identify possible CERT roles in traffic and crowd management● Explain <i>CERT Basic Training</i> concepts that apply to traffic and crowd management● Demonstrate standard hand signals for directing traffic and crowds● Describe skills for effective verbal communication with the public <p> CERT Traffic and Crowd Management 5 </p>	<p>Module Objectives</p> <p>Review the module objectives.</p> <p>At the end of this module, participants will be able to:</p>
<p>Display Slide 5</p>	<ul style="list-style-type: none">● Identify possible CERT roles in traffic and crowd management● Explain <i>CERT Basic Training</i> concepts that apply to traffic and crowd management● Demonstrate the standard hand signals for directing traffic and crowds● Describe skills for effective verbal communication with the public
<p>Module Objectives (cont'd)</p> <ul style="list-style-type: none">● Explain how to use radios and verbal communication skills to communicate with team members and chain of command● Recognize and respond to various types of crowd behavior● Identify safety concerns for managing crowds● Develop basic crowd management plan for an emergency situation <p> CERT Traffic and Crowd Management 6 </p>	<ul style="list-style-type: none">● Explain how to use radios and verbal communication skills to communicate with team members and the chain of command● Recognize and respond to various types of crowd behavior● Identify safety concerns for managing crowds● Develop a basic crowd management plan for an emergency situation
<p>Display Slide 6</p>	<ul style="list-style-type: none">● Demonstrate the correct use of traffic control devices● Recognize safety concerns for managing traffic● Read and write a basic traffic management plan
<p>Module Objectives (cont'd)</p> <ul style="list-style-type: none">● Demonstrate correct use of traffic control devices● Recognize safety concerns for managing traffic● Read and write basic traffic management plan <p> CERT Traffic and Crowd Management 7 </p>	<ul style="list-style-type: none">● Read and write a basic traffic management plan
<p>Display Slide 7</p>	

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 632"> <p>Unplanned Incidents</p> <ul style="list-style-type: none"> • Traffic accident • Weather hazard • Roadway defect • Traffic signal failure • Natural or manmade disaster • Terrorist incident  <p>FEMA CERT Traffic and Crowd Management 10</p> </div> <p>Display Slide 10</p>	<p>A CERT may assist in an unplanned incident such as:</p> <ul style="list-style-type: none"> • Traffic accident • Weather hazard • Roadway defect • Traffic signal failure • Natural or manmade disaster • Terrorist incident <p>Explain that there are many ways that CERT members can assist in the direction or management of crowds and traffic, but there are also limitations to what a CERT member can do.</p>
<div data-bbox="159 951 599 1276"> <p>CERT Role in Crowd Management</p> <ul style="list-style-type: none"> • Direct flow of people • Provide directions and assistance • Communicate with team leaders and chain of command • Maintain orderly scene  <p>FEMA CERT Traffic and Crowd Management 11</p> </div> <p>Display Slide 11</p>	<p><u>The Role of CERT in Crowd Management</u></p> <p>Say that CERT members assisting with crowd management are responsible for:</p> <ul style="list-style-type: none"> • Directing the flow of people • Providing directions and assistance to the public • Communicating with team leaders and the chain of command • Helping maintain an orderly scene by using hand signals and effective communication skills

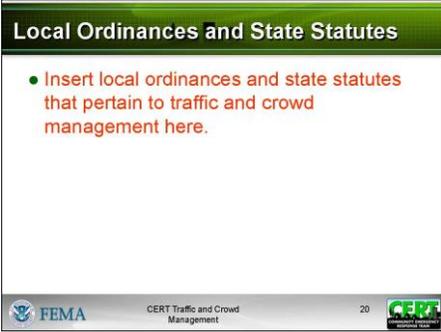
COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

INSTRUCTOR GUIDANCE	CONTENT
<p data-bbox="164 310 596 352">CERTS May Assist with Crowds By ...</p> <ul data-bbox="185 365 574 583" style="list-style-type: none">● Calming crowds● Providing security● Distributing medication, food, or other items at POD● Managing shelter crowds● Coordinating people at activities● Setting up, adjusting, and manning barricades● Managing people at site(s) where professionals-CERTs are responding● Managing unhurt survivors while conducting triage at large-scale incidents <p data-bbox="164 598 596 630"></p> <p data-bbox="159 646 402 682">Display Slide 12</p> <p data-bbox="164 926 596 957">CERT Should NEVER ...</p> <ul data-bbox="185 982 561 1035" style="list-style-type: none">● Deal with unruly or aggressive crowds● Use force or violence to manage a crowd <p data-bbox="164 1213 596 1245"></p> <p data-bbox="159 1262 402 1297">Display Slide 13</p>	<p data-bbox="630 302 1349 373">Say that specifically, CERTs may assist with crowd management by:</p> <ul data-bbox="630 394 1433 884" style="list-style-type: none">● Calming crowds● Providing security● Distributing medication, food, or other items at a POD● Managing shelter crowds● Coordinating people at activities● Setting up, adjusting, and manning barricades● Managing people who may assemble at site(s) where professionals or CERTs are responding● Managing large numbers of unhurt survivors while conducting triage during large-scale incidents <p data-bbox="630 919 1406 1062">Caution participants that CERT members should never attempt to deal with aggressive or unruly crowds (leave that to professionals) and should never use force or violence against any members of a crowd.</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 600 632"> <p>CERT Role in Traffic Management</p> <ul style="list-style-type: none"> ● Direct flow of traffic with hand signals and traffic control devices ● Provide directions and assistance ● Communicate with team leaders and chain of command ● Maintain orderly scene <p>FEMA CERT Traffic and Crowd Management 14</p> </div>	<p><u>The Role of CERT in Traffic Management</u></p> <p>Say that, in terms of traffic management, the role of a CERT member is to:</p> <ul style="list-style-type: none"> ● Direct the flow of traffic using hand signals and traffic control devices ● Provide directions and assistance to drivers and pedestrians ● Communicate with team members and the chain of command ● Help maintain an orderly traffic scene
<p>Display Slide 14</p>	
<div data-bbox="159 787 600 1115"> <p>CERT Members Only Assist Traffic If ...</p> <ul style="list-style-type: none"> ● They activate to assist at planned event and operate under direction of government agency ● Their assistance is requested by law enforcement or fire service responders at unplanned incident ● They encounter a specific traffic problem during CERT response to a large-scale unplanned incident <p>FEMA CERT Traffic and Crowd Management 15</p> </div>	<p>Caution the class that CERT members should only assist in the direction or management of traffic if:</p> <ul style="list-style-type: none"> ● They are activated to assist at a planned event and operate under direction of the appropriate government agency ● Their assistance is requested by law enforcement or fire service responders at the scene of an emergency (unplanned incident) ● They encounter a specific traffic problem during CERT response to a large-scale event (unplanned incident)
<p>Display Slide 15</p>	
<div data-bbox="159 1327 600 1654"> <p>Local Evacuation Plan</p>  <p>FEMA CERT Traffic and Crowd Management 16</p> </div>	<p><u>Local Evacuation Plan</u></p> <p>Say that one of the unplanned times when CERTs may be called to help with traffic and crowd management is during an evacuation due to some kind of disaster.</p> <p>If appropriate, review the local evacuation plan for your community.</p>
<p>Display Slide 16</p>	

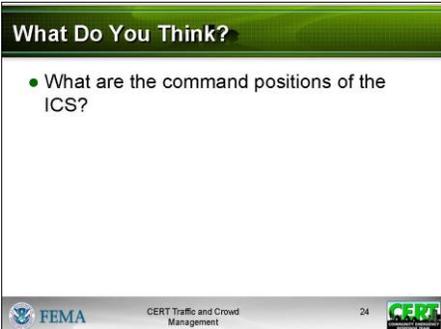
INSTRUCTOR GUIDANCE	CONTENT
<p>A CERT Member's Duty</p> <ul style="list-style-type: none"> ● Make sure you do not jeopardize: <ul style="list-style-type: none"> ■ Your own safety ■ Safety of others ■ Credibility of CERT Program  <p>FEMA CERT Traffic and Crowd Management 17</p>	<p>Remind participants that their most important duty is to make sure they do not jeopardize:</p> <ul style="list-style-type: none"> ● Their own safety ● The safety of others ● The credibility of the CERT Program
<p>Display Slide 17</p> <p>Personal Safety</p> <ul style="list-style-type: none"> ● Dealing with traffic and crowds can be challenging and dangerous ● Maintain personal safety by: <ul style="list-style-type: none"> ■ Wearing correct attire ■ Behaving appropriately ■ Recognizing personal limits ■ Asking for assistance or relief ■ Backing away from dangerous situations <p>FEMA CERT Traffic and Crowd Management 18</p>	<p><u>Personal Safety</u></p> <p>Explain that dealing with traffic or crowds can be mentally and physically challenging as well as potentially dangerous. CERT members must make personal safety their number one priority. CERT members directing traffic and crowds can maintain personal safety by:</p> <ul style="list-style-type: none"> ● Wearing correct attire (more on this later) ● Behaving appropriately (more on this later) ● Recognizing personal limits ● Asking for assistance or relief ● Backing away from dangerous situations
<p>Display Slide 18</p> <p>Management vs. Control</p> <ul style="list-style-type: none"> ● CERT members <i>manage</i> traffic and crowds ● CERT members do not <i>control</i> traffic or crowds <p>FEMA CERT Traffic and Crowd Management 19</p>	<p><u>Management vs. Control</u></p> <p>Say that CERT members will be involved only in the <i>management</i> of traffic and crowds, not the <i>control</i> of traffic and crowds. The word <i>control</i> implies the use of force, and CERT members will not be trained to exert force over drivers or pedestrians.</p>
<p>Display Slide 19</p>	

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

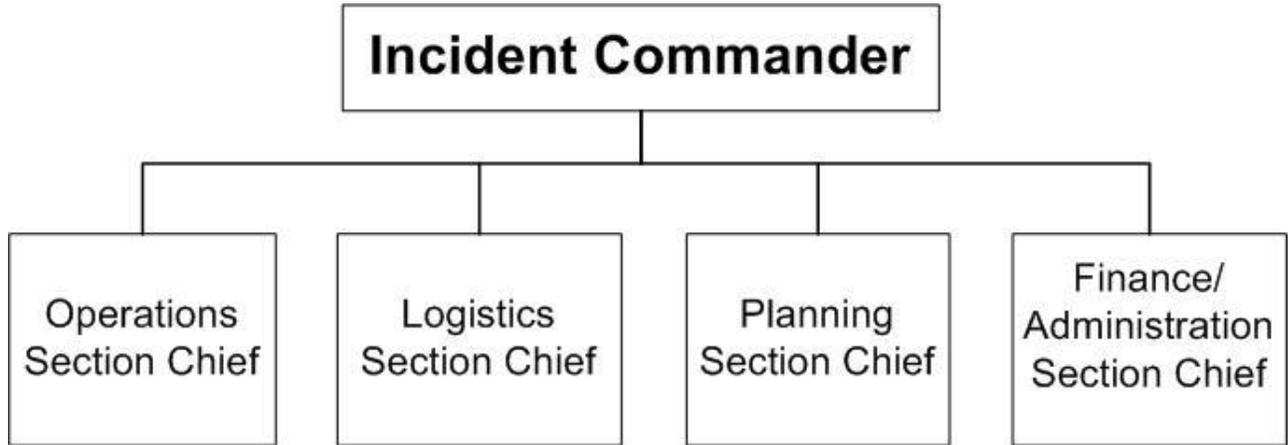
INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 600 632"></div> <p data-bbox="159 646 402 682">Display Slide 20</p> <p data-bbox="159 699 597 955">Insert information here on local ordinances and state statutes that pertain to traffic and crowd management. See the Preparation section in the introductory material for guidance.</p> <p data-bbox="159 972 597 1041">Add the information to the blank PowerPoint slide as well.</p>	<p data-bbox="630 300 1377 411">Provide an overview of relevant local ordinances and state statutes pertaining to traffic and crowd management.</p> <p data-bbox="630 428 1430 497">Tell participants that they can make notes on p. 6 of their Participant Manual.</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 296 600 352"> <p>Review of CERT Basic Training</p> </div> <ul style="list-style-type: none"> ● Incident Command Structure (ICS) ● CERT sizeup ● Maintaining scene safety ● Team communication <div data-bbox="159 596 600 632">  CERT Traffic and Crowd Management 21  </div>	<p><i>Review of CERT Basic Training Concepts</i></p> <p>Tell the class that, in this topic, they will review concepts from <i>CERT Basic Training</i> that are relevant to the management of traffic and crowds, including:</p> <ul style="list-style-type: none"> ● Incident Command System (ICS) ● CERT sizeup ● Maintaining scene safety ● Team communication
<p>Display Slide 21</p>	
<div data-bbox="159 772 600 829"> <p>Onscene Management</p> </div> <p>Purpose of onscene management is to:</p> <ul style="list-style-type: none"> ■ Maintain safety of responders ■ Provide clear leadership and organizational structure ■ Improve effectiveness of rescue efforts <div data-bbox="159 1066 600 1102">  CERT Traffic and Crowd Management 22  </div>	<p>Incident Command System</p> <p>Explain that as with any CERT emergency response, onscene management is important when dealing with traffic and crowds. Onscene management helps to:</p> <ul style="list-style-type: none"> ● Maintain the safety of responders ● Provide clear leadership and organizational structure ● Improve the effectiveness of rescue efforts
<p>Display Slide 22</p>	
<div data-bbox="159 1192 600 1249"> <p>Incident Command System (ICS)</p> </div> <ul style="list-style-type: none"> ● CERTs are part of ICS ● Basic ICS structure is established by person who arrives first on scene ● CERT members always defer to professional responders ● If no professional responders on scene, CERT Incident Commander/Team Leader (IC/TL) is in charge <div data-bbox="159 1478 600 1514">  CERT Traffic and Crowd Management 23  </div>	<p>Remind the group that ICS is the system used by emergency response agencies to manage emergency operations and establish onscene management.</p> <ul style="list-style-type: none"> ● When CERTs activate for their neighborhood or workplace, they become part of that system. ● Basic ICS structure is established by person who arrives first on scene. ● All CERTs must report to the first fire or law enforcement official at their location and take directions from that person until told that the command system has changed or until they are relieved.
<p>Display Slide 23</p>	
	<p>(continued)</p>

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

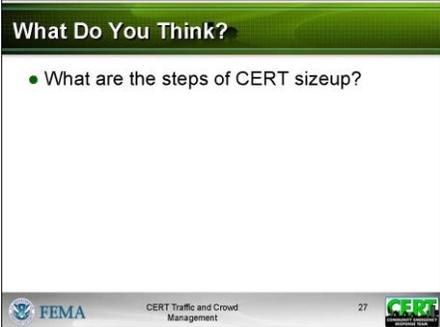
INSTRUCTOR GUIDANCE	CONTENT
 <p>What Do You Think?</p> <ul style="list-style-type: none">What are the command positions of the ICS? <p>FEMA CERT Traffic and Crowd Management 24</p> <p>Display Slide 24</p> <p>Suggested responses:</p> <ul style="list-style-type: none">Operations Section ChiefPlanning Section ChiefLogistics Section ChiefFinance/Administration Section Chief <p>PM, P. 7</p>	<ul style="list-style-type: none">If no professional responders are on the scene, a CERT Incident Commander/Team Leader (IC/TL) should guide the response effort.Initially, the IC/TL may handle all the command positions, but, as the incident evolves, he or she may assign personnel to fill these roles. <p>Ask:</p> <p>What are the command positions of the ICS?</p> <p>Refer the participants to the organization chart, <i>ICS Command Function Organization Chart</i>, and the responsibilities of the four command positions beneath the IC/TL. This organization chart is in the Participant Manual and on the following page in the Instructor Guide.</p>

PM, P. 7	ICS Command Function Organization Chart
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<p><u>Operations</u></p> <ul style="list-style-type: none"> • Directs and coordinates all incident tactical operations • Is typically one of the first functions to be assigned 	<p><u>Logistics</u></p> <ul style="list-style-type: none"> • Provides communications • Provides food and medical support to Team members • Manages supplies and facilities
<p><u>Planning</u></p> <ul style="list-style-type: none"> • Tracks resource status (e.g., number of CERT members who have “reported for duty”) • Tracks situation status • Prepares the Team’s action plan • Develops alternative strategies • Provides documentation services 	<p><u>Finance and Administration</u></p> <ul style="list-style-type: none"> • Provides contract negotiation and monitoring • Provides timekeeping • Manages cost analysis • Provides compensation for injury or damage to property

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 630"> <p>Team Organization</p> <ul style="list-style-type: none"> ● CERT may operate in two ways <ul style="list-style-type: none"> ▪ One team performing all tasks ▪ Smaller teams performing specific tasks ● In all situations, each unit must have an identified leader <ul style="list-style-type: none"> ▪ To supervise tasks being performed ▪ To account for team members ▪ To report information to his or her leader <p>FEMA CERT Traffic and Crowd Management 25</p> </div> <p>Display Slide 25</p> <div data-bbox="159 835 599 1165"> <p>CERT Sizeup</p> <ul style="list-style-type: none"> ● Use sizeup whenever CERT is deployed for crowd or traffic incident without professional responders to direct actions  <p>FEMA CERT Traffic and Crowd Management 26</p> </div> <p>Display Slide 26</p>	<p><u>Team Organization</u></p> <p>Explain that a CERT may operate as a single team that performs all tasks or may be divided into smaller teams to achieve specific goals established by the team leader under the Operations function.</p> <p>Emphasize that in all situations, each unit assigned must have an identified leader to:</p> <ul style="list-style-type: none"> ● Supervise tasks being performed ● Account for team members ● Report information to his or her designated leader <p>CERT Sizeup</p> <p>Explain that the CERT sizeup process will be used any time a CERT deploys for a crowd or traffic incident without professional responders to direct their actions.</p>

INSTRUCTOR GUIDANCE	CONTENT
 <p>What Do You Think?</p> <ul style="list-style-type: none">• What are the steps of CERT sizeup? <p>FEMA CERT Traffic and Crowd Management 27</p> <p>Display Slide 27</p> <p>Conduct a short discussion based on this question. Write the correct steps on an easel pad.</p> <p>CERT Sizeup</p> <ol style="list-style-type: none">1. Gather facts.2. Assess and communicate the damage.3. Consider probabilities.4. Assess your own situation.5. Establish priorities.6. Make decisions.7. Develop a plan of action.8. Take action.9. Evaluate progress.	<p>Ask the class:</p> <p>What are the steps of CERT sizeup?</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 298 597 625" style="border: 1px solid black; padding: 5px;"> <p>CERT Sizeup Steps</p> <ol style="list-style-type: none"> 1. Gather facts 2. Assess and communicate the situation or damage 3. Consider probabilities  <p align="left">   </p> </div> <p>Display Slide 28</p>	<p>Summarize the discussion by reviewing the next three slides. As you go over each slide, add questions that CERT members can ask themselves as they perform sizeup of a traffic or crowd scene.</p> <ol style="list-style-type: none"> 1. Gather facts <ol style="list-style-type: none"> a. How can we gather facts? b. What kind of situation are we dealing with? c. What can be described or measured? (e.g., is the crowd growing; how far back is traffic stopped; how many hours of daylight are left?) 2. Assess and communicate the situation <ol style="list-style-type: none"> a. Does the traffic seem to be moving? b. Does the crowd seem to be calm? c. Can our CERT handle this job until professionals arrive? 3. Consider probabilities <ol style="list-style-type: none"> a. For traffic, do we need to manage the situation, or can it work itself out? b. For crowds, do people in the crowd need assistance? c. Will this be a long-term or short-term effort?
<div data-bbox="159 1289 597 1617" style="border: 1px solid black; padding: 5px;"> <p>CERT Sizeup Steps (cont'd)</p> <ol style="list-style-type: none"> 4. Assess your own situation 5. Establish priorities. Remember, life safety is the first priority! 6. Make decisions  <p align="left">   </p> </div> <p>Display Slide 29</p>	<ol style="list-style-type: none"> 4. Assess your own situation <ol style="list-style-type: none"> a. Is this situation safe? b. What resources do we have? c. What supplies are needed? (traffic control devices, food, water) d. Are there professionals on the scene? Is there more help coming? <p>(continued)</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 919 597 1247" data-label="Image"> </div> <p data-bbox="159 1262 402 1297">Display Slide 30</p>	<ol style="list-style-type: none"> <li data-bbox="630 302 1409 688">5. Establish priorities. Remember, life safety is the first priority! <ol style="list-style-type: none"> <li data-bbox="678 394 1333 426">a. Can our CERT handle the situation <i>safely</i>? <li data-bbox="678 447 1377 510">b. Will team members be safe? Will the public be safe? <li data-bbox="678 531 1398 594">c. Does the traffic or crowd need to be moved to a safer location? <li data-bbox="678 615 1365 688">d. If property damage is likely to occur, can it be lessened or prevented? <li data-bbox="630 709 1409 888">6. Make decisions <ol style="list-style-type: none"> <li data-bbox="678 762 1409 825">a. Where will deployment of resources do the most good? <li data-bbox="678 846 1377 888">b. Make decisions based on safety and priorities. <li data-bbox="630 919 1409 1150">7. Develop a plan of action <ol style="list-style-type: none"> <li data-bbox="678 972 1409 1035">a. Determine how personnel and resources should be deployed. <li data-bbox="678 1056 1182 1098">b. Keep your plan of action simple. <li data-bbox="678 1119 1149 1150">c. Write down the plan of action. <li data-bbox="630 1171 1060 1308">8. Take action <ol style="list-style-type: none"> <li data-bbox="678 1224 1060 1255">a. Put the plan into action. <li data-bbox="678 1276 1060 1308">b. Document what you do. <li data-bbox="630 1329 1409 1486">9. Evaluate progress <ol style="list-style-type: none"> <li data-bbox="678 1381 1409 1486">a. Continually size up the situation to identify changes in the scope, safety risks, and resource availability. <p data-bbox="630 1518 1430 1623">Explain that sizing up a crowd or traffic incident is critical to maintaining scene safety and ensuring that operations are run according to CERT protocol.</p> <p data-bbox="630 1644 1365 1717">Say that later in the module participants will practice sizing up a traffic or crowd scene.</p>

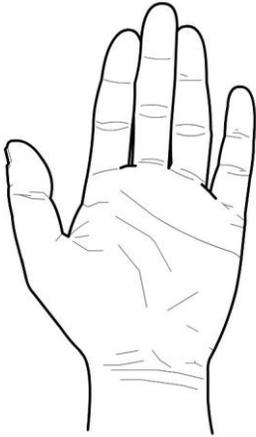
INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 627" style="border: 1px solid black; padding: 5px;"> <p>Team Communication</p> <ul style="list-style-type: none"> ● Team communication is vital to safety ● Radios are generally used for team communication ● Team members inform each other of changes in situation ● Team leader makes decisions based on team input <p style="font-size: small; margin-top: 5px;">  CERT Traffic and Crowd Management 33  </p> </div> <p>Display Slide 33</p>	<p>Team Communication</p> <p>Stress that communication between team members is vital to the safety of a traffic or crowd situation.</p> <ul style="list-style-type: none"> ● Since many traffic and crowd events are too large for any one person to view the entire scene, team members generally use radios to communicate with each other and the team leader. ● This allows team members to keep each other informed of changes in the situation and allows the team leader to make decisions based on a view of the entire event. <p>Say that crowd and traffic scenes can quickly turn dangerous, and a CERT member facing an unsafe scene must rely on radio communication to relay that the situation is taking a turn for the worse or to ask for backup.</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 627"> </div> <p data-bbox="159 646 402 680">Display Slide 34</p> <div data-bbox="159 764 599 1092"> </div> <p data-bbox="159 1110 402 1144">Display Slide 35</p>	<p data-bbox="630 300 1109 342"><i>Communicating Effectively</i></p> <p data-bbox="630 359 1278 392">Explain that in this topic participants will learn:</p> <ul data-bbox="630 415 1408 611" style="list-style-type: none"> • The standard hand signals used to direct the flow of cars and pedestrians • Communication skills for interacting effectively with the public, the team members, and the chain of command <p data-bbox="630 764 1083 800">Demonstration: Hand Signals</p> <p data-bbox="630 821 1382 890"><u>Purpose:</u> This demonstration allows the instructor to model hand signals.</p> <p data-bbox="630 961 1370 1031"><u>Instructions:</u> Follow the steps below to conduct the demonstration.</p> <ol data-bbox="630 1052 1414 1654" style="list-style-type: none"> 1. Ask for a volunteer. 2. Ask the volunteer to stand up and tell you about why communication is critical to team safety. 3. As the participant is speaking, make the following movements without speaking: <ol data-bbox="678 1283 1414 1654" style="list-style-type: none"> a. Put your arm straight out in front of you with your palm facing outward at the participant to indicate for the participant to stop. b. Use your hand in a beckoning motion to get the participant to come toward you to the front of the room. c. Motion the participant to stop again. d. Then point to the side of the room to motion the participant to move to the side. <p data-bbox="630 1675 790 1709">(continued)</p>

INSTRUCTOR GUIDANCE	CONTENT
PM, P. 12	<p>4. Explain that these common hand signals are the same signals used to direct the flow of cars and people in an official capacity.</p> <p>Say that in traffic situations additional props are often used, but the hand signals for moving crowds and traffic are generally the same.</p> <p>5. Refer participants to the <i>Hand Signals</i> illustrations in the Participant Manual and again demonstrate the four hand signals listed below. Motion slowly and explain your hand and arm positioning as you speak.</p> <p><u>Debrief:</u> Emphasize the importance of:</p> <ul style="list-style-type: none">• Giving clear signals• Catching the eye of the person you are motioning to• Making sure that the driver has seen and understands your signals

PM, P. 12

Hand Signals



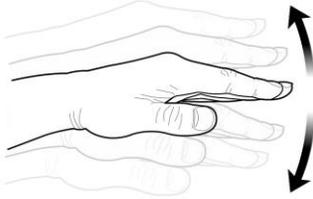
Stop Hand Signal

- Point with your arm and index finger at the person you want to stop.
- Raise your hand 45 degrees above your shoulder, arm extended, and palm facing out toward the person to be stopped.
- Do not lower your arm until the person has completely stopped.
- If stopping two-way traffic, stop each direction individually.



Go Hand Signal

- Point with your arm and index finger at the person you want to go.
- Hold your arm out and sweep your forearm in an arc toward your body.
- Continue as long as you want people to proceed.



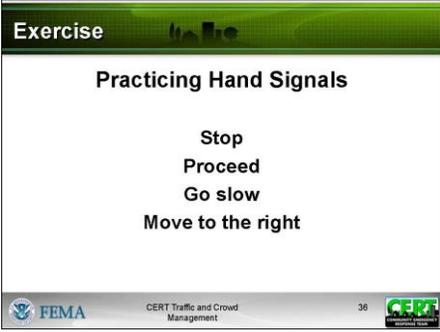
Slow Hand Signal

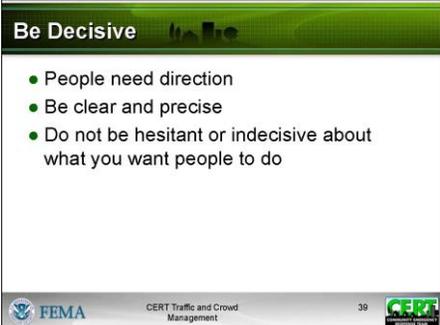
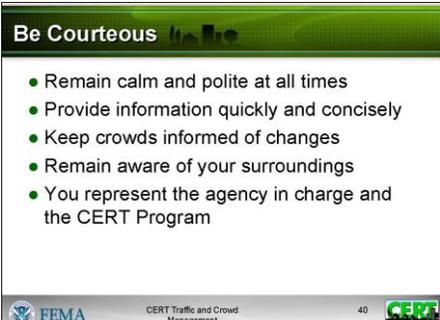
- Hold your arm out in front of you, palm facing down to the ground, fingers together.
- Push downward in small movements.



Directional Hand Signal

- Raise your arm straight out to the side for which traffic should flow, pointing your index finger in that direction.
- Use your other hand to point with your arm and index finger at the person you want to proceed. Sweep that forearm in an arc toward your body, fingers together.
- Continue this motion pointing at those you want to proceed, until you want to stop the flow of people or cars.

INSTRUCTOR GUIDANCE	CONTENT
 <p>Display Slide 36</p>	<p>Exercise: Practicing Hand Signals</p> <p>Purpose: Participants will practice the hand signals they just learned.</p> <p>Instructions: Follow the steps below to conduct this exercise.</p> <ol style="list-style-type: none"> 1. Have participants form two lines, with lines facing each other. 2. Have each participant in the left line demonstrate the correct signals for: <ol style="list-style-type: none"> a. Stop b. Proceed c. Go slow d. Move to the right 3. Explain that they can demonstrate them in any order and that the person across from the signaler in the right line should follow the directions of the signaler. 4. Remind the demonstrators to make eye contact. 5. After each participant in the left line has demonstrated the signals, have participants switch roles so that those in the right line practice the same signals and those in the left line respond. 6. Provide feedback to every participant to make sure everyone can demonstrate all four hand signals clearly and correctly. <p>Debrief: Remind participants about the importance of:</p> <ul style="list-style-type: none"> • Catching the eye of the person they are signaling • Giving clear signals • Keeping hands and arms still unless signaling

INSTRUCTOR GUIDANCE	CONTENT
 <p>Be Decisive</p> <ul style="list-style-type: none"> ● People need direction ● Be clear and precise ● Do not be hesitant or indecisive about what you want people to do <p>FEMA CERT Traffic and Crowd Management 39</p>	<p><u>Be Decisive</u></p> <p>Explain that people at the scene need direction. Your directions must be clear and precise. If you are hesitant or indecisive about what you want people to do, people will be hesitant and indecisive in following your instructions.</p>
<p>Display Slide 39</p>	
 <p>Be Courteous</p> <ul style="list-style-type: none"> ● Remain calm and polite at all times ● Provide information quickly and concisely ● Keep crowds informed of changes ● Remain aware of your surroundings ● You represent the agency in charge and the CERT Program <p>FEMA CERT Traffic and Crowd Management 40</p>	<p><u>Be Courteous</u></p> <p>Remind participants that people standing in long lines or driving in heavy traffic may become irritated and take out their frustration on the person directing them. Remember that it is the situation, not you, that is the source of their frustration.</p> <p>Give these suggestions:</p> <ul style="list-style-type: none"> ● Remain calm and polite at all times, even if people become angry. Responding rudely will escalate the other person's anger and ruin your credibility as the person in charge. ● Be helpful and answer questions quickly so as not to halt the flow of the crowd or traffic. ● Keep people informed of expected changes in the situation to avoid increasing frustration. ● As you converse with people, always remain aware of your surroundings. Never let people divert your attention from your signaling duties, as it is your job to keep the scene under control. ● Remember that you are representing the agency in charge of the event or incident, and you are also representing the CERT Program. You must always behave appropriately and courteously.
<p>Display Slide 40</p>	

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 630" data-label="Image"> </div> <p data-bbox="159 646 399 682">Display Slide 41</p> <p data-bbox="159 821 302 856">PM, P. 16</p>	<p data-bbox="626 300 1279 336">Exercise: Determining Your Comfort Level</p> <p data-bbox="626 352 1430 464">Purpose: This exercise allows participants to review various stressful traffic and crowd situations to determine their comfort level for dealing with each one.</p> <p data-bbox="626 716 1373 783">Instructions: Follow the steps below to conduct this exercise.</p> <ol data-bbox="626 806 1365 911" style="list-style-type: none"> 1. Ask participants to individually complete the <i>Determining Your Comfort Level</i> worksheet in the Participant Manual. <p data-bbox="626 999 748 1035">Debrief:</p> <p data-bbox="626 1052 1406 1157">When most participants have completed their individual worksheets, ask participants which situations they felt would be easier to handle and which would be harder.</p> <p data-bbox="626 1178 1430 1283">Say that not all CERT members are comfortable in all roles. Some members may be better suited to managing large volumes of pedestrians and drivers.</p> <p data-bbox="626 1304 1430 1514">Explain that this course will give participants skills to manage difficult situations, maintain an orderly scene, and recognize when to back away. However, it is important for participants to recognize whether they have the physical and emotional stamina for prolonged contact with the public.</p> <p data-bbox="626 1535 1430 1787">Suggest that participants keep in mind during the module whether they would be comfortable performing the duties described. Those who are not comfortable with traffic and crowds should save their skills for other CERT activations and allow other volunteers to handle traffic and crowd management. It is perfectly okay – and smart – to acknowledge that this may not be a good fit for you.</p>

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

You are directing a large crowd of people into six separate lines toward the entrance of an outdoor concert. Two teenage boys break out of the line and begin climbing the fence to get into the concert. Suddenly others begin following climbing the fence. Your backup assistance has not yet arrived.	1	2	3	4	5	6	7
A local storm caused a power outage in your area. You have been asked to provide flagging at a four-way intersection where a traffic light is not working. Cars are backed up in all four directions.	1	2	3	4	5	6	7
A large-scale disaster hit your area and your CERT is managing crowds at a point of delivery (POD) that is offering food and water supplies to families in need. The crowd outside the POD has been waiting for hours. You can feel the impatience of the crowd growing.	1	2	3	4	5	6	7
You are assisting at a local hospital that has been overwhelmed by a flood of people after a suspected biological attack. The emergency waiting area is packed with people. Some are crying and begging you to help them.	1	2	3	4	5	6	7

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 352" style="background-color: #4F81BD; color: white; padding: 2px;">Radio Communication</div> <ul style="list-style-type: none"> ● Most traffic and crowd events require use of radios <ul style="list-style-type: none"> ■ Team members spread throughout large events can communicate by radio ■ Team members on either end of a traffic incident can communicate by radio <div data-bbox="159 594 599 630" style="font-size: small; border-top: 1px solid black; padding-top: 2px;">  CERT Traffic and Crowd Management 42  </div>	<p>Radio Communication</p> <p>Say that one way team members assist each other with difficult situations is by communicating with each other regularly. In most crowd situations, team members will be spread throughout a large area and will need radios to communicate with each other.</p> <p>Explain that some traffic operations require one-way traffic with a team member at each end of the traffic incident. Team members use radios to communicate with each other.</p>
<p>Display Slide 42</p>	
<div data-bbox="159 741 599 793" style="background-color: #4F81BD; color: white; padding: 2px;">Radio Communication (cont'd)</div> <ul style="list-style-type: none"> ● Radio communication allows team members to: <ul style="list-style-type: none"> ■ Call for help ■ Know when traffic or pedestrians may proceed ■ Report potential safety concerns ● Radio communication also allows IC/TL to keep track of team members and situation <div data-bbox="159 1024 599 1060" style="font-size: small; border-top: 1px solid black; padding-top: 2px;">  CERT Traffic and Crowd Management 43  </div>	<p>Say that radio communication allows team members to:</p> <ul style="list-style-type: none"> ● Call for help when it is needed ● Know when traffic or pedestrians may proceed ● Notify each other of potential safety concerns <p>Emphasize that communication is also essential for the IC/TL to keep track of team members and the situation.</p>
<p>Display Slide 43</p>	

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 627" data-label="Image"> </div> <p data-bbox="159 646 402 680">Display Slide 46</p> <div data-bbox="159 1142 599 1470" data-label="Image"> </div> <p data-bbox="159 1488 402 1522">Display Slide 47</p>	<p data-bbox="628 300 1010 333"><u>Radio Communication Tips</u></p> <p data-bbox="628 352 1247 386">Review the radio communication tips below.</p> <ul data-bbox="628 407 1425 877" style="list-style-type: none"> • Hold the PTT button down for at least 1 second before beginning your message. • Know what you are going to say before you push the PTT button. • Talk across the face of the microphone. • Speak slowly, distinctly, and clearly. • Say the unit identifier of the unit being called followed immediately by your identifier. • Always acknowledge calls and instructions. • Do NOT use 10 codes; speak in plain language <p data-bbox="628 913 1416 1056">Emphasize that communication is constant and ongoing while CERT members are on scene and that communication is the most important factor in any operation.</p> <p data-bbox="628 1142 1367 1176">Demonstration: Two-Way Radio Communication</p> <p data-bbox="628 1194 1422 1304">Purpose: In this demonstration you will use a volunteer to help you demonstrate how to communicate via two-way radio.</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 1178 597 1509" data-label="Complex-Block"> <p>Communicating Up Chain of Command</p> <ul style="list-style-type: none"> ● CERT members need to communicate professionally up the chain of command ● Agency in charge should provide these <ul style="list-style-type: none"> ■ Communication plan ■ Protocols for communicating up chain of command ■ Who to report to <p>FEMA CERT Traffic and Crowd Management 48</p> </div> <p data-bbox="159 1524 402 1562">Display Slide 48</p> <div data-bbox="159 1703 237 1776" data-label="Image"> </div>	<p data-bbox="626 302 1373 369">Instructions: Follow the steps below to conduct this demonstration.</p> <ol style="list-style-type: none"> 1. Ask a participant to assist you in two-way radio communication. 2. Have the participant turn his or her radio on and leave the room with it. 3. Turn on your radio and: <ol style="list-style-type: none"> a. Hold the PPT button for 2 seconds before speaking b. Identify the unit you are calling and the unit you are calling from c. Respond to everything the volunteer says 4. Be sure to communicate clearly and slowly while speaking directly into the microphone. <p data-bbox="626 1024 1386 1092">Debrief: Ask if there are any questions about using a radio.</p> <p data-bbox="626 1182 1235 1220"><u>Communicating Up the Chain of Command</u></p> <p data-bbox="626 1234 1401 1413">Explain that, during traffic and crowd events, CERT members will assist uniformed officers, event security, and professional responders. CERT members need to be able to communicate professionally up the chain of command.</p> <p data-bbox="626 1434 1422 1612">Tell participants that the agency that oversees the event or incident will provide a communication plan with protocols for communicating up the chain of command, so that each team member has someone to whom he or she directly reports.</p> <p data-bbox="626 1703 1386 1770">Do you have any questions about anything covered in this topic?</p>

INSTRUCTOR GUIDANCE	CONTENT
<p>Crowd Management</p> <ul style="list-style-type: none"> In this topic, you will learn about: <ul style="list-style-type: none"> Applying communication techniques and CERT sizeup to crowd scenes Basics of crowd behavior Responding to crowd situations Developing a basic crowd management plan for an unplanned incident <p>FEMA CERT Traffic and Crowd Management 49</p>	<p>Crowd Management</p> <p>Say that in this topic participants will apply communication techniques and CERT sizeup to crowd scenarios. Participants will learn the basics of crowd behavior, how to respond to various crowd situations, and how to develop a basic crowd management plan for an unplanned incident.</p>
<p>Display Slide 49</p> <p>CERT Role in Management of Crowds</p> <ul style="list-style-type: none"> Direct flow of people Provide information and referral Communicate and coordinate with team members Monitor scene Report to chain of command Maintain personal safety <p>FEMA CERT Traffic and Crowd Management 50</p>	<p>Remind participants that their role in the management of crowds is to:</p> <ul style="list-style-type: none"> Direct the flow of people Provide information and referral Communicate and coordinate with team members Monitor the scene Report to the chain of command Maintain personal safety
<p>Display Slide 50</p> <p>Crowd Psychology</p> <ul style="list-style-type: none"> A crowd can assume a personality of its own "Herd" mentality may cause members of crowd to follow each others' actions  <p>FEMA CERT Traffic and Crowd Management 51</p>	<p>Crowd Psychology</p> <p>Say that CERT members directing or managing crowds should understand the basic dynamics of crowd psychology in order to recognize potentially dangerous crowd situations.</p> <ul style="list-style-type: none"> A crowd can assume a personality of its own that is different than the personalities of individuals within the crowd. A "herd" mentality may cause members of a crowd to follow each others' actions and behave differently than they would alone.
<p>Display Slide 51</p>	

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 604 597 932" data-label="Image"> </div> <p data-bbox="159 949 402 982">Display Slide 54</p>	<p data-bbox="626 302 1432 520">Emphasize that the most important thing you can do to protect your safety when dealing with crowds is to <i>listen to your gut feeling</i>. Even if the situation is not obviously out of control, if you feel threatened or uncomfortable or sense that things are not right, act on that feeling and call for help right away.</p> <p data-bbox="626 604 954 638">Dangerous Situations</p> <p data-bbox="626 659 1416 730">Explain that unruly behavior in a crowd may result in the following situations:</p> <ul data-bbox="626 751 1377 1129" style="list-style-type: none"> • Vandalism/looting • Throwing objects/lighting fireworks • Fighting • Trampling • Panics (flight by a group trying to escape a real or perceived threat) • Crazes (competitive rush by a group toward an attractive object) <p data-bbox="626 1150 1432 1289">Explain that, once crowd panic and trampling begins, it is uncontrollable and little can be done to prevent death and injury. For this reason, it is essential to notice the first signs of unruly behavior and report it immediately.</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 597 627" data-label="Image"> </div> <p data-bbox="159 646 402 680">Display Slide 55</p> <p data-bbox="159 877 581 982">Refer participants to <i>CERT Basic Training Unit 7 Disaster Psychology</i>.</p> <div data-bbox="159 1283 597 1610" data-label="Image"> </div> <p data-bbox="159 1629 402 1663">Display Slide 56</p>	<p data-bbox="628 300 855 333">Unruly Crowds</p> <p data-bbox="628 352 1419 491">Emphasize that CERT members should never deal with unruly or out-of-control crowds. CERT members involved in the direction or management of crowds need to:</p> <ul data-bbox="628 520 1435 842" style="list-style-type: none"> • Have a planned escape route • Recognize the signs of an unruly crowd • Communicate the information up the chain of command • Call for backup assistance (uniformed security guards or uniformed police officers) • Back away from the situation <p data-bbox="628 877 1427 1016">Point out that CERT members managing crowds during unplanned incidents such as disasters will also need to use the skills they learned in <i>CERT Basic Training Unit 7</i> for dealing with the trauma of disaster.</p> <p data-bbox="628 1056 1383 1197">Explain that CERT members must maintain psychological self-preservation and pay attention to personal limitations, which is also discussed in <i>CERT Basic Training Unit 7</i>.</p> <p data-bbox="628 1287 1263 1320">Exercise: Responding to Crowd Behavior</p> <p data-bbox="628 1339 1403 1516">Purpose: This exercise allows participants to look at some of the scenarios they considered in the <i>Determining Your Comfort Level</i> worksheet and to identify ways to respond to the crowd behavior in those situations.</p>

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

INSTRUCTOR GUIDANCE	CONTENT
<p>PM, P. 24 and Instructor Guide</p> <p>Participants will see the questions but will not see the suggested responses in the Participant Manual.</p>	<p><u>Instructions:</u> Follow the directions below to conduct the exercise.</p> <ol style="list-style-type: none">1. Refer participants to the <i>Responding to Crowd Behavior</i> scenarios in the Participant Manual.2. Read the first scenario to the class.3. Ask participants to describe how they would manage each situation, using everything they have learned so far.4. Ask the additional questions listed under the first scenario to cue participants to consider additional techniques.5. Repeat the process with the remaining two scenarios, providing feedback to participants on their choices of management techniques. <p><u>Debrief:</u></p> <p>Say that the way in which CERT members manage crowd situations gives verbal and non-verbal signals to people in the crowd that can escalate or de-escalate their behavior. Positive signals include:</p> <ul style="list-style-type: none">• Acting respectfully• Providing information readily• Communicating changes in the event or situation• Explaining the reason for the changes• Providing basic comforts such as bathrooms and drinking water

PM, P. 24

Responding to Crowd Behavior

Scenario #1

1. You are directing people toward a line to get into an indoor event. A woman who has been waiting in line for a long time starts to mutter to others that you don't know how to do your job.
 - a. What should you do?
 - Suggested participant responses:
 - Continue acting politely.
 - Smile and say, "I'm sorry you've been waiting so long."
 - Tell the crowd how much longer you think they will have to wait.
 - b. What if someone did push you out of the way to move past you? What would you do?
 - Suggested participant responses:
 - Ask the person to return to his or her place in the line.
 - Do not yell at the person or get angry.
 - Do not try to physically stop the person.
 - c. What if the person started pushing others in line? What would you do?
 - Suggested participant responses:
 - Politely ask people to remain calm and patient.
 - Radio to security to inform them of the situation and ask for assistance.
 - Get out of the way of the people pushing.

Scenario #2

2. You are directing a large crowd of people into six separate lines toward the entrance of an outdoor concert.
 - a. What can you do to keep the situation running smoothly?
 - Suggested responses:
 - Use clear, direct hand signals to move people along.
 - Catch people's eyes to make sure you have their attention.
 - Keep people moving quickly.
 - Make sure people stay in designated lines.
 - Watch out for non-compliant behavior.
 - b. Two teenage boys break out of the line and begin climbing the fence to get into the concert. What should you do?
 - Suggested responses:
 - Don't attempt to physically bring the boys back down and don't yell at them or threaten them.
 - Since no one has been threatening towards you, you may politely ask the boys to come back down.
 - Call for backup assistance.
 - Stay focused on maintaining the rest of the crowd.
 - c. Suddenly others begin following climbing the fence. Your backup assistance has not yet arrived. What can you do to maintain the rest of the crowd from following?
 - Suggested responses:
 - Remain calm.
 - Politely and calmly ask those who are still on the ground to remain in line.
 - Politely ask the crowd to move away from the fence, explaining that you want to protect their safety and that back-up security is on its way.
 - Back away from the fence yourself.

Scenario #3

3. A large-scale disaster hit your area and your CERT is managing crowds at a point of delivery (POD) that is offering food and water supplies to families in need. The crowd outside the POD has been waiting for hours.
 - a. What can you do to help keep the crowd calm?
 - Suggested responses:
 - Offer snacks and cups of water to people waiting in line.
 - Keep the crowd informed about what is going on and the expected wait time.
 - Move people who have received supplies out the door as quickly as possible so others can get in.
 - b. You can feel the impatience of the crowd growing. What should you do?
 - Suggested responses:
 - Inform the chain of command immediately.
 - Ask for assistance with delivering snacks and water throughout the crowd.
 - Make an announcement asking the crowd to remain calm and explaining that responders are trying to move the line more quickly.
 - c. What if you suddenly hear the sound of many people screaming and the entire crowd surges forward? What should you do?
 - Suggested responses:
 - Remove yourself from the situation immediately.
 - Use your escape path to leave the area.
 - Radio to the chain of command asking for security and/or police assistance.

INSTRUCTOR GUIDANCE	CONTENT
PM, P. 26	<p>Refer participants to <i>Recognizing and Responding to Crowd Behaviors Signs</i> in their Participant Manuals and on the following page in the Instructor Guide. As the descriptions indicate, all crowd behavior needs to be observed. Even with manageable crowd behavior, CERT members need to look out. If crowd behavior begins to change and becomes less manageable, CERT members need to watch out.</p> <p>Explain that specific crowd situations to look out and watch out for will be shortly.</p>

PM, P. 26

Recognizing and Responding to Crowd Behavior Signs

Manageable Crowd Behavior

Observable Behavior Signs

- Friendly demeanor
- Makes eye contact
- Smiles some
- Follows directions

Response to Manageable Behavior

- Be friendly and respectful.
- Answer questions rationally.
- Try to keep people comfortable.
- Be honest about the situation.

Changing Crowd Behavior

Observable Behavior Signs

- Demeanor may become less friendly
- Complains or shows irritability
- May disregard some directions
- May avoid direct eye contact
- May pass rumors

Response to Changing Behavior

- Continue to be courteous and rational.
- Ask questions to see what people are upset about.
- Explain how you are trying to improve the situation.
- Call for assistance.

Unmanageable Crowd Behavior

Observable Behavior Signs

- Will not follow directions
- Angry or threatening demeanor
- Makes unreasonable demands
- Asks irrational questions
- Shows no respect for property
- Yelling
- Pushing

Response to Unmanageable Behavior

- Remain calm and courteous.
- Do not act authoritative. Do not threaten or demand anything from the crowd.
- Be polite and state facts.
- Make sure security or uniformed officers are on scene or on their way.
- If you feel threatened, back away from the situation.

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 298 599 627" data-label="Image"> </div> <p data-bbox="159 646 402 680">Display Slide 58</p> <p data-bbox="159 871 300 905">PM, P. 28</p>	<p data-bbox="646 302 1393 336">Exercise: Developing a Crowd Management Plan</p> <p data-bbox="646 354 1416 462">Purpose: This exercise allows participants to practice sizing up a crowd situation and writing a crowd management plan.</p> <p data-bbox="646 716 1398 783">Instructions: Follow the directions below to conduct the exercise.</p> <ol data-bbox="646 806 1422 1556" style="list-style-type: none"> 1. Break participants into small groups. 2. Refer participants to the <i>Develop a Crowd Management Plan</i> scenarios on p. 28 of the Participant Manual and the <i>Incident Action Plan (IAP)</i> on p. 30 of the Participant Manual. 3. Briefly explain that the IAP form is one of a set of standards in the National Incident Management System (NIMS). The form includes space for a brief description of the objectives to be achieved (and alternatives if conditions change), and other important related information. 4. Assign each group to one of the five scenarios. 5. Tell groups to review their scenario and work together to write up a crowd management plan of action for the situation described using the IAP form. 6. Have groups report their crowd management plan to the class. 7. Provide feedback for each group's plan. <p data-bbox="646 1644 1435 1751">Debrief: Remind participants that, as they size up a crowd situation and develop a crowd management plan, their first priority is always to maintain personal safety.</p>

Scenarios

1. An earthquake has hit your city, and hundreds of homes have been destroyed. Your CERT has been asked to set up a plan to manage a crowd of about 300 people that has gathered around a POD that is providing vouchers for food and lodging. Eight members of your CERT have gathered at the front entrance to the POD. The POD is located in a building with one entrance and two exits. The POD is about to open its doors to the first families in need. The crowd has been waiting for over an hour. People appear weary and sad, but you do not see signs of anger or aggressive behavior. However, several people have asked you for food and water, and you hear babies crying and children complaining.
2. A severe winter storm has hit your community. Snow continues to fall intermittently and the wind is fierce. Power is out and may not be restored for at least a week. Your CERT has been asked to assist at a local school that has been set up as a temporary shelter. The shelter can hold about 100 people. Shortly after you arrive, you learn that the shelter has just reached capacity. There are still at least 50 more people waiting in the cold outside of the building.
3. A fire has wiped out several buildings in your apartment complex including your own. Two other CERT members who live near you have come to your assistance. Firefighters have contained the fire, but are still working to put it out completely. Several people have been injured, but firefighters believe the building has been completely evacuated. Emergency medical personnel have set up a triage area, and ambulances are transporting the most severely injured people to the hospital. A huge crowd has gathered to watch the scene, and they are getting in the way of firefighter and medical personnel. You cannot tell which members of the crowd are residents, which need medical attention, and which are curious onlookers. Professional responders have asked your CERT to keep the crowd out of the way of professional responders.

4. A river flooded your town, destroying many homes. The city was told to evacuate 3 days ago. The flood has receded so that only 1 to 2 feet of water are left in the worst areas. Your CERT has been asked to assess damage in your neighborhood. There are 12 members of your team spread throughout your neighborhood, and as you and your buddy exit a damaged house, you see that a small crowd has gathered at the CERT command post. People are asking the IC/TL questions about where they can go for help, talking over each other, and jostling each other to get her attention.

5. An extreme heat wave has hit your area and a large-scale power outage has left hundreds of homes without air conditioning. A local motel has been set up by the City as a shelter, and your CERT has been asked to assist with crowd management outside the shelter. About 150 people are waiting in line outside of the motel for lodging. Your CERT has learned that there are only 20 rooms left.

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 627"> <p>Traffic Management</p> <ul style="list-style-type: none"> In this topic, you will learn about: <ul style="list-style-type: none"> Using traffic control devices to manage various traffic situations Safety concerns for traffic management Reading and developing a basic traffic management plan <p>FEMA CERT Traffic and Crowd Management 59</p> </div> <p>Display Slide 59</p> <div data-bbox="159 711 599 1039"> <p>CERT Role in Traffic Management</p> <ul style="list-style-type: none"> Direct flow of traffic Provide safe passage for pedestrians Communicate and coordinate with team members Monitor scene Report to chain of command Maintain personal and scene safety <p>FEMA CERT Traffic and Crowd Management 60</p> </div> <p>Display Slide 60</p>	<p><i>Traffic Management</i></p> <p>Say that in this topic participants will learn about using traffic control devices to manage various traffic situations, safety concerns for traffic management, and reading and developing a basic traffic management plan.</p> <p>Tell participants that their role in traffic management is to:</p> <ul style="list-style-type: none"> Direct the flow of traffic Provide safe passage for pedestrians Communicate and coordinate with team members Monitor the scene Report to the chain of command Maintain personal and scene safety <p>Explain that CERT members will be directing traffic at planned events – such as a county fair – or around an accident or some other type of incident.</p> <p>Say that, although traffic management may seem like an intimidating job and can indeed be dangerous, directing traffic is really nothing more than letting pedestrians and drivers know what you want them to do.</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 597 625"> <p>Flag Persons</p> <ul style="list-style-type: none"> When to use flag persons <ul style="list-style-type: none"> Travel lanes are partially blocked Shoulder must be used to pass by incident Only one direction of traffic is available One person must be in charge  <p>FEMA CERT Traffic and Crowd Management 61</p> </div>	<p>Using Flag Persons</p> <p>Explain that in all traffic management operations there must be one person in charge of the traffic flow. A number of traffic situations require more than one person. In these situations, flag persons guide traffic. Flag persons are used when:</p> <ul style="list-style-type: none"> Travel lanes are partially blocked The shoulder must be used to pass by the incident Only one direction of traffic is available
<p>Display Slide 61</p> <div data-bbox="159 783 597 1108"> <p>Equipment for Directing Traffic</p> <ul style="list-style-type: none"> Proper equipment essential <ul style="list-style-type: none"> Makes flag person more visible Helps drivers recognize you as person directing traffic Equipment needed <ul style="list-style-type: none"> Reflective vest: Required by Federal law Stop paddle Flags Radio Flashlight Road flares or traffic cones Warning signs <p>FEMA CERT Traffic and Crowd Management 62</p> </div>	<p>Equipment for Directing Traffic</p> <p>Explain that the most important duty of CERT members is to protect their own safety and the safety of the scene. Emphasize that proper equipment is essential to maintaining personal safety while directing traffic, as it makes a flag person more visible and will help drivers recognize you as the person providing directions.</p> <p>Review the equipment below.</p> <p>CERT members directing traffic will need:</p> <ul style="list-style-type: none"> Reflective vest <ul style="list-style-type: none"> For daytime: High-Visibility Vest meeting ANSI 107-1999 standard performance for Class 2 risk exposure For nighttime: High-Visibility Vest meeting ANSI 107-1999 standard performance for Class 3 risk exposure
<p>Display Slide 62</p>	<p>(continued)</p>

INSTRUCTOR GUIDANCE	CONTENT
	<ul style="list-style-type: none">• Stop paddle (there are two types available)<ul style="list-style-type: none">○ A hand-held stop paddle is small and easily carried in a vehicle.○ A stop paddle mounted on a 6-foot staff is more difficult to transport but easier to control in windy conditions and reduces arm fatigue.• Flags<ul style="list-style-type: none">○ For providing directions to drivers• Radio<ul style="list-style-type: none">○ Used for communication with team members and chain of command• Flashlight<ul style="list-style-type: none">○ Increases visibility of flag person○ Important for nighttime, dawn, or dusk conditions○ Used to give directions to oncoming traffic. Swing a beam of light across the road to catch a driver's attention○ Allows safe movement around emergency scene• Road flares or traffic cones<ul style="list-style-type: none">○ Essential for funneling traffic and separating vehicles from an incident scene• Warning signs and emergency vehicle lights<ul style="list-style-type: none">○ Warning signs are placed in advance of an incident to provide notice to drivers.○ Warning signs and emergency vehicles will have been put in place by professional responders if these are needed at the traffic incident site.

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 630" data-label="Image"> <p>The image shows a presentation slide with a green header bar containing the word 'Demonstration' and navigation icons. The main content area is white with the text 'Paddle Method' centered. At the bottom, there is a grey footer bar with the FEMA logo on the left, the text 'CERT Traffic and Crowd Management' in the center, the number '63' on the right, and the CERT logo on the far right.</p> </div> <p>Display Slide 63</p> <p>PM, P.34</p>	<p>Demonstration: Paddle Method</p> <p>Explain that to direct traffic, flag persons use the same hand signals that participants learned earlier in the module, with the addition of a stop paddle or a traffic flag.</p> <p>Purpose: This demonstration shows participants how to use a stop paddle to direct drivers to stop, proceed, or slow down.</p> <p>Instructions: Follow the steps below to conduct this demonstration.</p> <ol style="list-style-type: none"> 1. Refer participants to the <i>Paddle Method Signals</i> illustrations in the Participant Manual. 2. Using a stop paddle, follow the steps to conduct demonstrations for Stop, Proceed, and Slow. 3. Explain each step as you demonstrate. <p>Debrief: Ask if there are any questions on what you have demonstrated.</p>

PM, P. 34

Paddle Method Signals



Paddle Method: Stop

1. Stand on the shoulder of the road.
2. Hold the STOP sign paddle in a stationary position, arm extended horizontally from your body.
3. Raise the palm of your free hand, facing it out toward approaching traffic.
4. After traffic is stopped, move towards the middle of road, keeping your palm extended out.



Paddle Method: Proceed

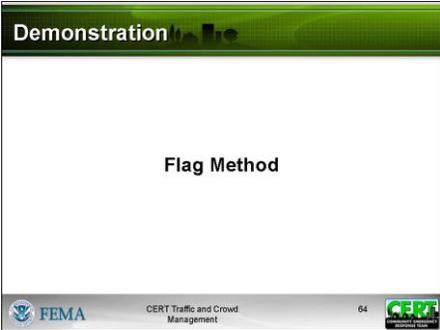
1. Return to a standing position at the shoulder of the road, facing traffic.
2. Display the SLOW sign on the paddle.
3. Point at and catch the eye of the driver who you want to proceed.
4. Swing your free hand in an arc toward the direction that traffic should proceed.



Paddle Method: Slow

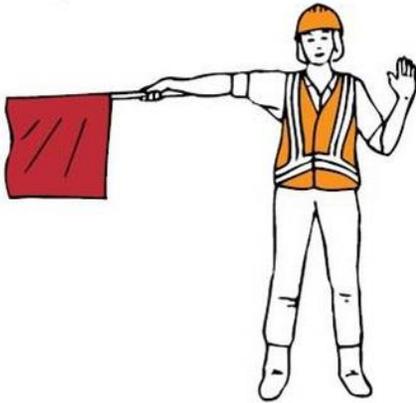
1. Stand on the shoulder of the road, facing traffic.
2. Display the SLOW sign on the paddle.
3. Raise and lower your free hand with palm facing down to the ground.

Illustrations from Federal Highway Administration

INSTRUCTOR GUIDANCE	CONTENT
 <p>The slide shows a presentation interface with a green header labeled 'Demonstration'. The main content area is white with the text 'Flag Method' centered. At the bottom, there is a footer with the FEMA logo, the text 'CERT Traffic and Crowd Management', the number '64', and the CERT logo.</p> <p>Display Slide 64</p> <p>PM, P. 36</p>	<p>Demonstration: Flag Method</p> <p>Purpose: This demonstration shows participants how to use a traffic flag to indicate to drivers to stop, proceed, or slow down.</p> <p>Instructions: Follow the steps below to conduct this demonstration.</p> <ol style="list-style-type: none">1. Refer participants to the <i>Flag Method Signals</i> illustrations in the Participant Manual.2. Using a traffic flag, follow the steps below to conduct demonstrations for Stop, Proceed, and Slow.3. Explain each step as you demonstrate. <p>Debrief: Ask if there are any questions on what you have demonstrated.</p>

PM, P. 36

Flag Method Signals



Flag Method: Stop

1. Face traffic from the shoulder of the road.
2. Extend flag horizontally across traffic lane.
3. Make sure the full flag is visible.
4. Hold out free arm with palm facing approaching traffic in a Stop signal.



Flag Method: Proceed

1. Stand parallel to traffic movement.
2. Keep flag and arm lowered from view.
3. Motion traffic ahead with free arm.
4. DO NOT wave the red flag!



Flag Method: Slow

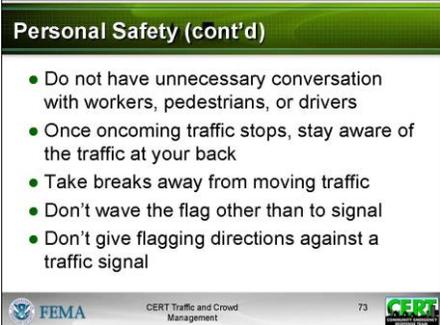
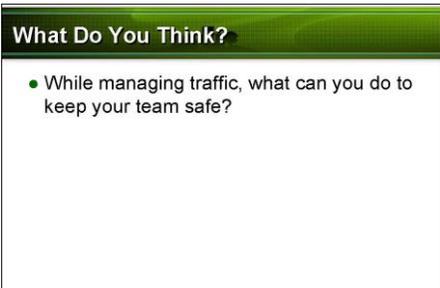
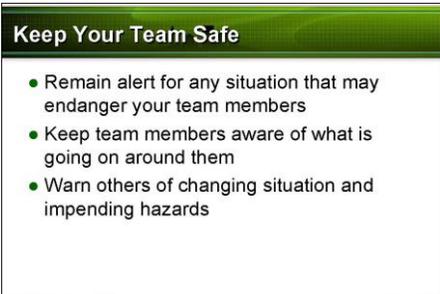
1. Face traffic from the shoulder of the road.
2. Slowly wave flag in sweeping motion up and down from shoulder level, with your arm held out straight to your side.

Illustrations from Federal Highway Administration

INSTRUCTOR GUIDANCE	CONTENT		
<div data-bbox="159 296 599 625"> <p>Using Flares and Cones</p> <ul style="list-style-type: none"> ● Uses for flares and cones <ul style="list-style-type: none"> ■ To funnel traffic ■ To direct it along alternate routes ■ To separate vehicles from incident  <p>FEMA CERT Traffic and Crowd Management 65</p> </div>	<p>Flares and Cones</p> <p>Explain that traffic flares and cones are used to funnel traffic, direct it along alternate routes, and separate vehicles from a vehicle accident or road work.</p>		
<p>Display Slide 65</p> <div data-bbox="159 709 599 1039"> <p>Flare and Cone Patterns</p> <ul style="list-style-type: none"> ● Set flare and cone patterns <ul style="list-style-type: none"> ■ 20-25 feet apart in straight line ■ At gradual angle when directing lane change ■ To one side of incident ■ With flag person at each end ● Caution: Be alert for vehicles driving through patterns <p>FEMA CERT Traffic and Crowd Management 66</p> </div>	<p>Describe how to set traffic patterns with flares and cones.</p> <ul style="list-style-type: none"> ● Set approximately 20-25 feet apart in a straight line. ● Set at a gradual angle when directing traffic to change lanes. ● Set to direct traffic to only one side of an obstruction if possible. <p>Say that a flag person should be positioned at each end of the obstruction if necessary to direct traffic.</p>		
<p>Display Slide 66</p> <div data-bbox="159 1318 599 1648"> <p>Benefits and Limitations of Flares</p> <table border="0"> <tr> <td> <p><u>Benefits</u></p> <ul style="list-style-type: none"> ● Gain driver's attention ● Automatically indicate emergency ● Work day and night </td> <td> <p><u>Limitations</u></p> <ul style="list-style-type: none"> ● Can cause fire ● Can burn user ● Limited to 15-30 minutes </td> </tr> </table> <p>FEMA CERT Traffic and Crowd Management 67</p> </div>	<p><u>Benefits</u></p> <ul style="list-style-type: none"> ● Gain driver's attention ● Automatically indicate emergency ● Work day and night 	<p><u>Limitations</u></p> <ul style="list-style-type: none"> ● Can cause fire ● Can burn user ● Limited to 15-30 minutes 	<p>Caution participants to remember that traffic flares and cones are not barriers, and those directing traffic should be alert for vehicles driving through the cone and flare patterns.</p> <p>Benefits and Limitations of Flares</p> <p>Explain the benefits of flares.</p> <ul style="list-style-type: none"> ● They are effective in gaining the driver's attention. ● They automatically indicate an emergency situation ahead. ● They work effectively in daylight and at night.
<p><u>Benefits</u></p> <ul style="list-style-type: none"> ● Gain driver's attention ● Automatically indicate emergency ● Work day and night 	<p><u>Limitations</u></p> <ul style="list-style-type: none"> ● Can cause fire ● Can burn user ● Limited to 15-30 minutes 		
<p>Display Slide 67</p>			

INSTRUCTOR GUIDANCE	CONTENT		
<div data-bbox="159 300 599 352" style="background-color: #4F7942; color: white; padding: 2px;">Flare Safety Tips</div> <ul style="list-style-type: none"> ● Always wear protective equipment such as gloves and goggles ● Do not light flares near fire hazards such as leaking gas, butane, hazardous materials, or wind ● Never hold flare above your head and shoulders, as molten material drips from end of flares and can cause burns <div data-bbox="159 594 599 627" style="font-size: small; border-top: 1px solid black; padding-top: 2px;">  CERT Traffic and Crowd Management 70  </div>	<p><u>Safety Tips for Handling Flares</u></p> <ul style="list-style-type: none"> ● Always wear protective equipment such as gloves and goggles when igniting or handling flares. ● Do not light flares near fire hazards such as leaking gas, butane, hazardous materials, or in windy conditions. ● Never hold a flare above your head and shoulders. Molten material drips from the end of flares and can cause severe burns. 		
<p>Display Slide 70</p>			
<div data-bbox="159 768 599 821" style="background-color: #4F7942; color: white; padding: 2px;">Benefits and Limitations of Cones</div> <table border="0" style="width: 100%; font-size: small;"> <tr> <td style="width: 50%; vertical-align: top;"> <p align="center"><u>Benefits</u></p> <ul style="list-style-type: none"> ● More practical than flares if incident will last long ● Don't burn out ● Require little attention </td> <td style="width: 50%; vertical-align: top;"> <p align="center"><u>Limitations</u></p> <ul style="list-style-type: none"> ● Can not be seen from as far a distance as flares ● Are bigger than flares and harder to transport in large amounts </td> </tr> </table> <div data-bbox="159 1062 599 1096" style="font-size: x-small; border-top: 1px solid black; padding-top: 2px;">  CERT Traffic and Crowd Management 71  </div>	<p align="center"><u>Benefits</u></p> <ul style="list-style-type: none"> ● More practical than flares if incident will last long ● Don't burn out ● Require little attention 	<p align="center"><u>Limitations</u></p> <ul style="list-style-type: none"> ● Can not be seen from as far a distance as flares ● Are bigger than flares and harder to transport in large amounts 	<p><u>Benefits and Limitations of Cones</u></p> <p>Explain the benefits of cones.</p> <ul style="list-style-type: none"> ● They are more practical than flares if the incident will last a long time. ● They don't burn out. ● They require little attention. <p>Explain the limitations of cones.</p> <ul style="list-style-type: none"> ● They cannot be seen from as far a distance as flares. ● They are bigger than flares and harder to transport in large amounts.
<p align="center"><u>Benefits</u></p> <ul style="list-style-type: none"> ● More practical than flares if incident will last long ● Don't burn out ● Require little attention 	<p align="center"><u>Limitations</u></p> <ul style="list-style-type: none"> ● Can not be seen from as far a distance as flares ● Are bigger than flares and harder to transport in large amounts 		
<p>Display Slide 71</p>			

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 627" data-label="Image"> </div> <p>Display Slide 72</p> <p>Be sure to explain how safety vests and other equipment will be issued to CERT members who are activated for traffic management.</p>	<p>Personal Safety</p> <p>Emphasize that the greatest danger to a flag person is oncoming traffic.</p> <p>Review the protocols on the slides for remaining safe while directing traffic.</p> <ul style="list-style-type: none"> • Be highly visible. <ul style="list-style-type: none"> ○ Stand out from the background. ○ Stand alone. ○ Wear bright, fluorescent colors with reflective markings. Reflective markings make you more visible even in the daylight. • Remain alert at all times. <ul style="list-style-type: none"> ○ Always suspect that the oncoming driver does not see you or that the driver will not stop. • Keep an eye out for impaired drivers or out-of-control vehicles. • Take a safe position. <ul style="list-style-type: none"> ○ Stand alone and face oncoming traffic until you are SURE it has stopped. Never turn your back to oncoming traffic. ○ Use a spot with a safety escape path. ○ Stand to the side of the driving lane near the shoulder until the vehicle has come to a complete stop. ○ Stand at a distance sufficient to allow the driver to slow down and stop before the traffic control point. A traffic control point is the area of an incident that is barricaded from the flow of traffic. This may be the scene of an accident or other type of incident. ○ Never stand in the driving lane while traffic is moving. ○ Do not stand in the shade, over the crest of a hill, or around a sharp curve.

INSTRUCTOR GUIDANCE	CONTENT
 <p>Personal Safety (cont'd)</p> <ul style="list-style-type: none"> Do not have unnecessary conversation with workers, pedestrians, or drivers Once oncoming traffic stops, stay aware of the traffic at your back Take breaks away from moving traffic Don't wave the flag other than to signal Don't give flagging directions against a traffic signal 	<ul style="list-style-type: none"> Do not have unnecessary conversation with workers, pedestrians, or drivers. Once oncoming traffic stops, stay aware of the traffic at your back. Take breaks away from moving traffic. Don't wave the flag other than to signal, as this can confuse drivers. Don't give flagging directions against a traffic signal.
<p>Display Slide 73</p>	
 <p>What Do You Think?</p> <ul style="list-style-type: none"> While managing traffic, what can you do to keep your team safe? 	<p>Team Safety</p> <p>Ask participants:</p> <p>While managing traffic, what can you do to keep your team safe?</p>
<p>Display Slide 74</p>	
<p>Conduct a class discussion based on this question.</p>	
 <p>Keep Your Team Safe</p> <ul style="list-style-type: none"> Remain alert for any situation that may endanger your team members Keep team members aware of what is going on around them Warn others of changing situation and impending hazards 	<p>Summarize the discussion by reviewing the slide.</p> <ul style="list-style-type: none"> Remain alert for any situation that may endanger your co-responders and be prepared to announce the danger. Provide for good communications. Keep fellow responders aware of what is going on around them. Warn others of changing situations and impending hazards. Never assume that other responders have noticed the same thing that you noticed, no matter how obvious it appears.
<p>Display Slide 75</p>	

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 599 627" style="border: 1px solid black; padding: 5px;"> <p>Keep Your Team Safe (cont'd)</p> <ul style="list-style-type: none"> ● Keep your chain of command aware of changes in the situation ● Consult your chain of command if you have questions <p align="left">   </p> </div> <p>Display Slide 76</p> <p>PM, P. 42</p>	<ul style="list-style-type: none"> ● Make sure everyone knows who is in charge of the situation. ● Keep your chain of command aware of changes in the situation. ● Consult your chain of command if you have questions. <p>Refer participants to the <i>Safe Protocols for Traffic Management</i> list in the Participant Manual. Give participants 5 minutes to review the information, emphasizing that the protocols listed are vital to protecting participants' personal safety and the safety of the scene.</p> <p>When most participants appear to have finished reviewing the list, ask if they have any questions about personal and team safety before moving on to scene safety.</p>

Traffic Management Do's

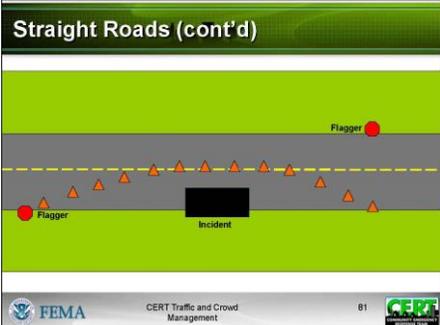
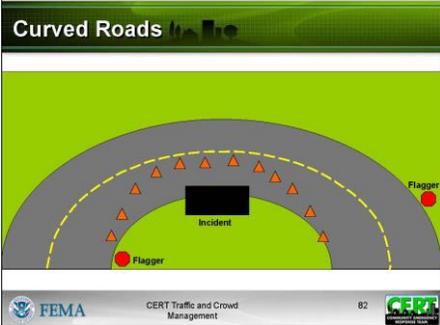
- ALWAYS BE SEEN! Wear reflective vests.
- Make sure you know who is in charge of the situation.
- Be alert and oriented to your surroundings.
- Stand alone on the shoulder of the road, facing traffic.
- Have an escape route planned.
- Be alert for impaired drivers and out-of-control vehicles.
- Use clear and deliberate hand signals.
- Have a good understanding of the situation in order to answer drivers' questions.
- Treat motorists courteously.
- Use proper equipment.
- Use traffic control devices when possible.
- Be prepared for changing weather.
- Keep your chain of command aware of changes in the situation.
- Consult your chain of command if you have questions.
- Take breaks away from moving traffic.

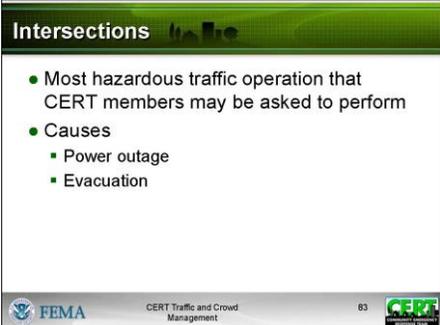
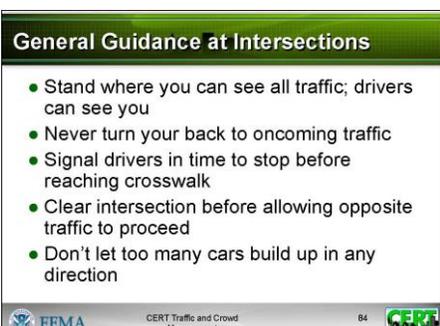
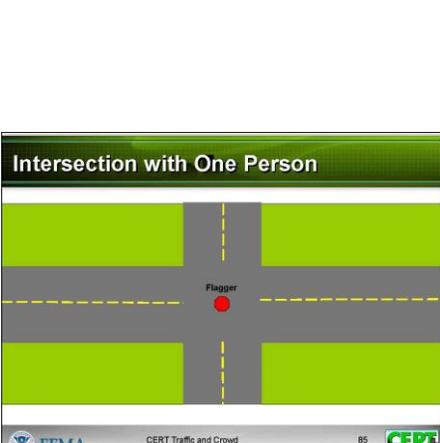
Traffic Management Don'ts

- DON'T become distracted – stay focused.
- DON'T stand in a travel lane.
- DON'T start traffic until you communicate with the other end of the traffic control point.
- DON'T wave the flag other than to signal, as it confuses drivers.
- DON'T assume traffic will stop.
- DON'T turn your back to traffic unless it is absolutely necessary and only after approaching vehicles have stopped.
- DON'T get complacent.
- DON'T assume motorists see you.
- DON'T have unnecessary conversation with workers, pedestrians, or drivers.
- DON'T give flagging directions against a traffic signal.
- DON'T stand in the shade, over the crest of a hill, or around a sharp curve.
- DON'T leave your station until properly relieved.
- DON'T stand with a group of people.

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 323 599 653"> <p>What Do You Think?</p> <ul style="list-style-type: none"> • What can you do to help maintain scene safety while directing traffic around an incident? <p>FEMA CERT Traffic and Crowd Management 77</p> </div> <p>Display Slide 77</p> <p>Conduct a class discussion based on this question.</p> <div data-bbox="159 827 599 1157"> <p>Scene Safety at Traffic Incident</p> <ul style="list-style-type: none"> • Make sure there is one person in charge of the situation • Don't start traffic until you communicate with other end of traffic control point • Don't leave your station until properly relieved • Keep traffic slow past incident • Look out for inattentive drivers • Give clear, concise hand signals • Be polite and courteous to drivers • Use verbal orders as little as possible <p>FEMA CERT Traffic and Crowd Management 78</p> </div> <p>Display Slide 78</p> <p>Refer participants to the back of their mini FOG.</p>	<p>Scene Safety</p> <p>Ask participants:</p> <p>We've talked about personal safety and team safety. What can you do to help maintain scene safety while directing traffic around an incident?</p> <p>Summarize the discussion by reviewing the slide.</p> <ul style="list-style-type: none"> • Always make sure there is one person in charge of the situation, and be sure you know who is in charge. • Don't allow traffic to proceed until you have communicated with the other end of the traffic control point. • Don't leave your station until properly relieved. • Be mindful of the speed of traffic past the incident. Keep traffic slow. • Be aware that "rubbernecking" makes drivers inattentive to their driving. • Give clear, concise hand signals (gesture with full arm and make sure signals are high enough for people to see them). • Address drivers politely and courteously. Do not antagonize drivers by shouting orders at them. • Use verbal orders as little as possible, as they are not easy for drivers to hear or understand. <p>Ask participants to take a few minutes to review the Look Out/Watch Out guide for traffic situations on the mini FOG.</p>

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 300 597 627" data-label="Image"> </div> <p data-bbox="159 646 402 680">Display Slide 79</p> <p data-bbox="159 764 568 1016">Use the next four slides to explain how traffic control devices and flag persons are used to guide traffic around incidents on straight roads, curved roads, and intersections.</p> <div data-bbox="159 1050 597 1377" data-label="Image"> </div> <p data-bbox="159 1396 402 1430">Display Slide 80</p>	<p data-bbox="628 300 888 333">Traffic Situations</p> <p data-bbox="628 352 1352 426">Say that there are three main types of roadways for which CERT members may help manage traffic:</p> <ul data-bbox="628 445 873 583" style="list-style-type: none"> • Straight roads • Curved roads • Intersections <p data-bbox="628 604 1409 678">Explain that CERT members should NEVER be used to direct traffic on freeways.</p> <p data-bbox="628 1050 839 1083"><u>Straight Roads</u></p> <p data-bbox="628 1102 1409 1209">Say that a straight road is the easiest location for directing traffic, as the incident is visible to approaching drivers from both directions.</p> <p data-bbox="628 1228 1365 1367">Caution participants that this does not mean that the operation should be taken lightly. All of the safety hazards discussed in this topic still exist on straight roads.</p> <p data-bbox="628 1388 1370 1461">Explain that, if personnel are limited, it is possible for only one person to manage traffic on a straight road.</p>

INSTRUCTOR GUIDANCE	CONTENT
<p>Straight Roads (cont'd)</p>  <p>Display Slide 81</p>	<p>Describe traffic incidents on straight roads:</p> <ul style="list-style-type: none"> • One or both driving lanes may be blocked. • The safest situation is to use a flag person at each end of the incident. • If both driving lanes are blocked, traffic will have to be stopped until one lane can be opened. • If only one driving lane is blocked, one-way traffic can be allowed to pass on the open lane by alternating traffic flow from each end of the incident scene. In this situation, good communication is critical.
<p>Curved Roads</p>  <p>Display Slide 82</p>	<p><u>Curved Roads</u></p> <p>Say that incidents occurring on curves or over the crest of a hill require similar traffic management layouts.</p> <p>Explain that, when an incident occurs in one of these locations, it may be obscured to drivers in one or both directions. Proper traffic management operations must be established as soon as possible.</p> <p>Describe traffic incidents on curved roads:</p> <ul style="list-style-type: none"> • There must be a flag person at both ends of the incident. • Communications between the two flag persons will most likely require radios. • If radio equipment is not available, a three-flag person layout can be established: <ul style="list-style-type: none"> ○ One flag person is placed at each end of the traffic control point and one in the middle that can see the other two. ○ Communications may be accomplished by voice or hand signals. • The flag person in the middle is the leader, and the flag persons at each end follow instructions from the leader and signal traffic at their control point.

INSTRUCTOR GUIDANCE	CONTENT
 <p>Intersections</p> <ul style="list-style-type: none"> • Most hazardous traffic operation that CERT members may be asked to perform • Causes <ul style="list-style-type: none"> ▪ Power outage ▪ Evacuation <p>FEMA CERT Traffic and Crowd Management 83</p>	<p><u>Intersections</u></p> <p>Explain that traffic management at intersections is the most hazardous traffic operation that CERT members may be asked to perform.</p> <ul style="list-style-type: none"> • The most common reason for this situation is a power outage. • CERT members may also assist at intersections during a local evacuation.
<p>Display Slide 83</p>	
 <p>General Guidance at Intersections</p> <ul style="list-style-type: none"> • Stand where you can see all traffic; drivers can see you • Never turn your back to oncoming traffic • Signal drivers in time to stop before reaching crosswalk • Clear intersection before allowing opposite traffic to proceed • Don't let too many cars build up in any direction <p>FEMA CERT Traffic and Crowd Management 84</p>	<p>Give general guidance for managing traffic incidents at intersections:</p> <ul style="list-style-type: none"> • Stand where you can see all traffic and where drivers can see you. • Never turn your back to oncoming traffic. • Signal to drivers in time for them to stop before they get to a crosswalk. • Make sure all traffic and pedestrians have cleared the intersection before allowing opposite traffic to proceed. • Don't let too many cars build up in any direction.
<p>Display Slide 84</p>	
 <p>Intersection with One Person</p> <p>Diagram showing a flagger in the center of an intersection.</p> <p>FEMA CERT Traffic and Crowd Management 85</p>	<p>Provide guidance for one person directing traffic and for more than one person directing traffic:</p> <p>Say that, if personnel are limited, it is possible for only one person to manage traffic at an intersection.</p> <p>1. For one person directing traffic at an intersection:</p> <ul style="list-style-type: none"> • In most cases, the flag person will stand in the center of the intersection. • Remember that, as you direct traffic in one direction, there are three directions that do not have your full attention.
<p>Display Slide 85</p>	

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 298 599 630"> </div> <p>Display Slide 86</p> <div data-bbox="159 764 599 1096"> </div> <p>Display Slide 87</p> <p>See Preparation in the introductory material for how to choose an exercise location.</p>	<p>2. For more than one person directing traffic at an intersection:</p> <ul style="list-style-type: none"> • Establish four flag persons for the safest scene. • Have each flag person control the traffic in one driving lane. • Good communication between the four flag persons is critical. <p>Exercise: Directing Traffic</p> <p>Purpose: This exercise allows participants to practice setting up a traffic pattern and use traffic flags to direct traffic.</p> <p>Instructions: Follow the steps below to conduct this exercise.</p> <ol style="list-style-type: none"> 1. Move the class to the selected exercise location. 2. Read this scenario to the class: <ul style="list-style-type: none"> “A snow storm has caused damage throughout your community. Your CERT is assisting Incident Command in assessing damage in your neighborhood, and you come across an automobile accident that is blocking one lane of traffic on a curved two-way road. Incident Command asks your CERT to manage traffic around the accident until professional responders arrive. Your CERT has traffic flares, flags, and radios with you.” <p>(continued on next page)</p>

COMMUNITY EMERGENCY RESPONSE TEAM TRAFFIC AND CROWD MANAGEMENT

INSTRUCTOR GUIDANCE	CONTENT
	<ol style="list-style-type: none"><li data-bbox="630 306 1432 516">3. Use an object to designate the auto accident and point out where the imaginary roadway extends in either direction. Ask two or three volunteers to set up the unlit traffic flares. Have the rest of the class work together to tell the volunteers where to place the flares to mark off the accident.<li data-bbox="630 537 1432 852">4. Have two volunteers step forward and give each of them a radio and a traffic flag. Have them move to appropriate positions for directing traffic on each end of the incident scene. Tell them to use the radios to communicate with each other and the flags to direct traffic around the accident, alternating which direction of traffic uses the single available lane.<li data-bbox="630 873 1432 978">5. Divide the rest of the class in half. Each half will be one lane of oncoming traffic. One half will go with each of the flag persons.<li data-bbox="630 999 1432 1062">6. Have participants take turns so that each person gets a chance to direct traffic.<li data-bbox="630 1083 1432 1188">7. Provide feedback throughout the exercise to make sure each participant is able to use the radio, flag, and hand signals correctly. <p data-bbox="630 1293 1432 1503">Debrief: Say that traffic management operations are directly responsible for the safety of the incident scene. The lives of drivers, professional responders, and each CERT member depend on your ability to stay alert and give clear instructions to drivers and pedestrians passing through the scene.</p>

INSTRUCTOR GUIDANCE	CONTENT
PM, P. 49	<p>Developing a Traffic Management Plan for an Unplanned Incident</p> <p>Refer participants to the <i>Developing a Traffic Management Plan for an Unplanned Incident</i> guide in the Participant Manual. Review the steps and tips in the guide with the class.</p> <p>Emphasize that, other than the event of a disaster, CERT members should never direct traffic without direction from a professional responder.</p>

PM, P. 49	Developing a Traffic Management Plan for an Unplanned Incident
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- 1. Establish a team Incident Command System and Incident Commander/Team Leader.**

- 2. Assess the situation.**
 - Assess location and extent of incident.
 - Determine number and position of lanes to be closed.
 - Determine expected duration of incident.
 - Assess sight distance to incident on each side of incident.
 - Determine if road must be closed or if traffic can be routed around incident.
 - Identify potential safety hazards.
 - Assess available resources (personnel and traffic control devices).
 - Call Incident Command with a sizeup/status report.

- 3. Develop a plan of action.**
 - Determine where to place staging area and command post.
 - Determine need for alternate routes.
 - Evaluate need for an emergency access lane.
 - Determine most efficient route for the flow of traffic.
 - Identify crossing and routing for pedestrians.
 - Determine placement of barricades for directing traffic and pedestrians.
 - Determine where to place flag persons.
 - Establish communications plan for the team.
 - Draw and write out your plan on an Incident Action Plan (IAP) form or any other piece of paper.

4. Implement the plan of action.

- Establish staging area and command post.
- Brief team members on duties and safety concerns.
- Set up a traffic pattern with flares, cones, or other barricades.
- Assign flag persons to appropriate locations.
- Rotate fresh members into the traffic management mission in order to rest and rehab those on the road.

5. Evaluate the plan of action.

- Observe traffic flow and flagger locations to see if adjustments are needed.
- Assess input from team members.
- Maintain a “large picture” of the scene.
- Modify plan as needed based on changes in conditions.
- Continue to update Incident Command on the status of the incident.
- Remove all traffic control devices when no longer needed.

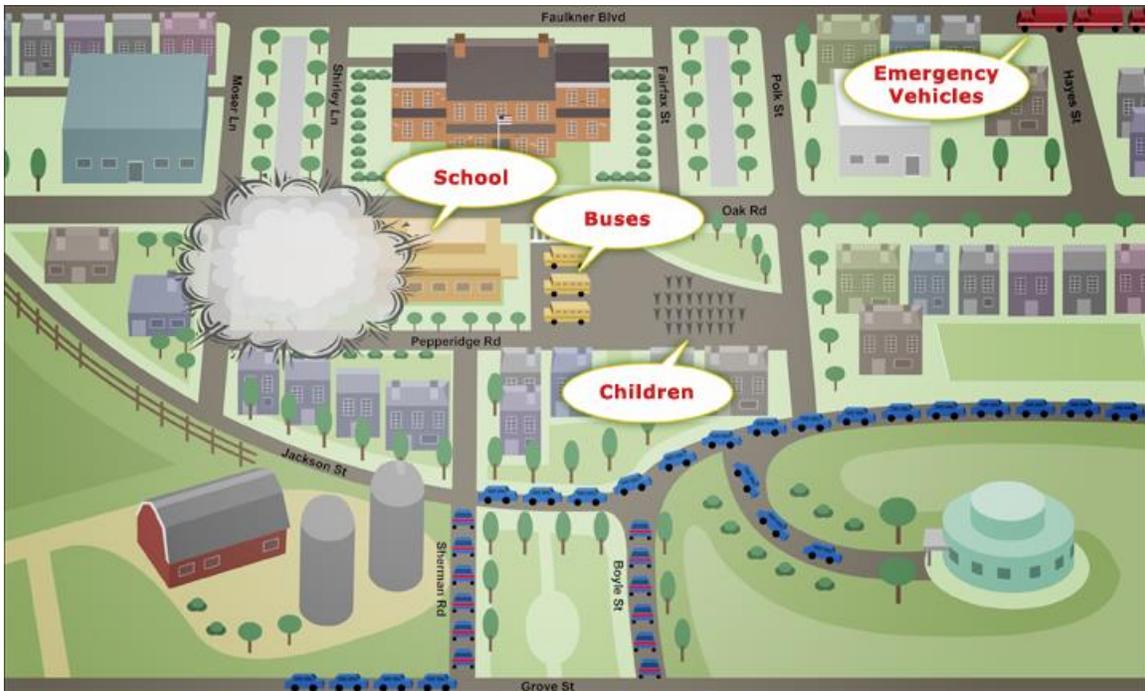
Important Tips to Remember

- Where conditions need no control, let traffic regulate itself.
- Normal traffic flow should be inhibited or altered as little as possible.
- Keep the interruptions in traffic flow simple. Stop traffic where a natural break in traffic occurs.
- Try to distribute traffic evenly and in the most efficient way possible.
- Anticipate congestion. Do not let any vehicle enter the intersection unless it can completely clear the intersection on the other side.
- Allow traffic to flow for an equal length of time on each street. Do not allow vehicles to wait longer than 1 minute.
- Do not let traffic back up and block adjacent intersections.
- Provide safe passage for pedestrians through the scene at all times.

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="159 323 599 653" data-label="Image"> </div> <p data-bbox="159 667 402 705">Display Slide 88</p> <p data-bbox="159 982 282 1020">PM, P.52</p>	<p data-bbox="626 323 1325 361">Exercise: Develop a Traffic Management Plan</p> <p data-bbox="626 378 1412 483">Purpose: This exercise allows participants to practice developing a traffic management plan based on a given disaster scenario.</p> <p data-bbox="626 739 1377 810">Instructions: Follow the steps below to conduct this exercise.</p> <ol data-bbox="626 831 1425 1402" style="list-style-type: none"> 1. Break the class into four groups. 2. Assign each group one of the two scenarios in the Participant Manual. 3. Tell participants to review their assigned scenario and use the <i>Developing a Traffic Management Plan for an Unplanned Incident</i> guide to write out a basic traffic management plan for the scenario using the Incident Action Plan form. 4. Allow participants time to discuss and write out their traffic management plans. Then have each group present its traffic management plan to the rest of the class. 5. Provide feedback as necessary while groups present their traffic management plans. <p data-bbox="626 1486 1425 1633">Debrief: Say that every traffic situation requires a unique traffic management plan based on the nature of the incident, terrain, roadways, and number of personnel available to manage traffic operations.</p>

PM, P. 52	Develop a Traffic Management Plan
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Scenario 1



A large-scale earthquake hit your community 30 minutes ago, collapsing several buildings and a major bridge. The local school building has suffered some damage, although no one has been injured. Debris and wreckage have made many streets around the school impassable, but local responders have been dispersed elsewhere and are not on scene. Parents are waiting in lines of traffic, desperate to get into the school to see their children. Design a traffic plan to manage traffic into and out of the incident scene. You need to design a route for:

- a. School buses to exit the incident scene
- b. Parents' automobiles to enter and exit the incident scene

Don't forget to place flaggers where they will be needed to direct traffic.

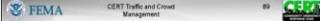
Scenario 2



Following a very severe thunderstorm, your CERT self-activated per local program protocol. Fallen trees and power lines are blocking several roads in the neighborhood, and traffic is backed up in a few areas. Professional responders are busy handling other damage throughout the area. After assessing the situation, your team learns that most of the traffic consists of citizens trying to evacuate because they lost power in their homes. All of them are heading towards Eisenhower Avenue in an attempt to exit the neighborhood and get on the highway out of town. You need to design a route for:

- a. Traffic to exit the neighborhood
- b. Department of Transportation and power company vehicles to enter the neighborhood

Don't forget to place flaggers where they will be needed to direct traffic.

INSTRUCTOR GUIDANCE	CONTENT
<div data-bbox="228 302 548 541"> <p>Module Summary</p> <p>In this module, we reviewed:</p> <ul style="list-style-type: none"> • <i>CERT Basic Training</i> Concepts That Apply to Traffic and Crowd Management • Communicating Effectively • Crowd Management • Traffic Management  </div> <p>Display Slide 89</p>	<p>Module Summary</p> <p>Summarize the topics that were discussed in this module.</p> <p>Review of <i>CERT Basic Training</i> Concepts</p> <p>Say that participants can use the information and skills learned in <i>CERT Basic Training</i> to conduct safe and effective traffic and crowd management operations:</p> <ul style="list-style-type: none"> • Setting up an Incident Command structure • Performing CERT sizeup • Maintaining scene safety • Communicating with team members <p>Communicating Effectively</p> <p>Say that providing clear, decisive hand signals and courteous interactions with the public are critical to maintaining a safe crowd or traffic scene.</p> <p>Radio communication becomes vital when team members are spread throughout a large incident or event or when backup assistance may be necessary.</p> <p>Crowd Management</p> <p>Say that understanding crowd behavior will help CERT members recognize the signs of an unruly or threatening crowd.</p> <p>Crowd situations can become extremely dangerous and CERT members must be prepared to call for assistance and back away from threatening situations.</p>

INSTRUCTOR GUIDANCE	CONTENT
<p>Unassembled mini FOG is on IG p. 87.</p>	<p>Traffic Management</p> <p>Say that traffic direction requires the same hand signals used to direct crowds, but with the addition of stop paddles or traffic flags.</p> <p>Traffic management also requires specific safety attire and traffic control devices. CERT members must be able to:</p> <ul style="list-style-type: none"> • Provide clear signals to drivers • Set up traffic control devices for various situations • Remain calm and alert at all times to protect personal safety and safety of the scene <p>Crowd and Traffic Management Mini FOG</p> <p>Distribute the pre-assembled, laminated mini FOG to participants, or distribute the handout as it is and ask them to cut the two sides out and tape/glue them together back-to-back.</p> <p>Explain that participants should have the mini FOG with them for reference whenever working with CERT on crowd or traffic management.</p> <p>Closing</p> <p>Remind participants of any upcoming CERT training or other activities.</p> <p>Present certificates to participants.</p> <p>Thank participants for attending the session.</p>

Crowd and Traffic Look Out/Watch Out

CERT members should look out for the following potentially dangerous situations:

Crowd Look Out Situations

- Unfriendly demeanor
- Complaining/irritable
- Lack of eye contact
- Rumor spreading
- Disregarding directions

Traffic Look Out Situations

- Dark or rainy conditions
- Disgruntled drivers
- Directing traffic at an intersection by yourself
- Turning your back to oncoming traffic

These situations are very dangerous and must be avoided or treated with extreme caution:

Crowd Watch Out Situations

- Noncompliance
- Hostile demeanor/threatening posture
- Unreasonable demands
- Irrational questioning
- Disrespect for property
- Yelling
- Pushing
- Excitability
- Overcrowding

Traffic Watch Out Situations

- Lighted flares near gas or hazardous material
- Impaired drivers or out-of-control vehicles
- Blocked escape route
- Tired or distracted flag persons
- No one in charge of traffic scene
- Standing in the shade, over the crest of a hill, or around a sharp curve

Flares and Cones

Setting Traffic Flares and Cones

- Set 20-25 feet apart in straight line.
- Set at gradual angle.
- Use to direct traffic to one side of obstruction.
- Position flag person at both ends of obstruction.

Safe Procedure for Lighting Flares

1. Wear protective equipment such as gloves and goggles to avoid burns.
2. Do not light flares near fire hazards such as leaking gas, butane, hazardous materials, wind.
3. Point flare away from your body and down.
4. Turn face away from flare and strike down away from your body.
5. Never hold flare above head and shoulders. Molten material drips from end of flares and can cause severe burns.
6. After lighting flare, do not push cap onto end of flare with the palm of your hand, as striking surface may hold hot residue after flare is lit.

Safe Procedure for Extinguishing Flares

1. Pick up flare and tap lit end on ground until flare goes out.
2. Do not throw or step on flares to put them out.

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