
Protecting Our Crowded Places from Attack:

Recognising and responding
to threats

Te Whakamaru i Ō Tātau Wāhi Kōpiripiri mai i te Whakaekenga:

Te mōhio me te urupare ki ngā
whakatuma



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Contributing agencies:

- Civil Aviation Authority
- Fire and Emergency New Zealand
- New Zealand Police
- St John
- Wellington Free Ambulance
- WorkSafe New Zealand

This document draws on the UK Centre for Protection of National Infrastructure (CPNI) Recognising Terrorist Threats publication.

Introduction

All New Zealanders have a role to play in keeping crowded places safe.

New Zealand, like many other countries faces threats from individuals or groups who hold extreme views and choose to cause harm in our crowded places. These threats vary in scale and purpose. They can be violent and indiscriminate, with far-reaching consequences.

This guide contains helpful information for owners and operators and security professionals of crowded places on how to improve their ability to recognise attack indicators and plan to respond accordingly.

It is important that as an owner or operator you consider your environment and who and what you are trying to protect. As a user of a crowded place it is important you are aware of your surroundings.

Developing, testing and using suitable plans and arrangements to Deter, Detect, Delay and Respond to an attack will enable owners and operators of crowded places to better manage risks.

It is recommended that you read '[Protecting Our Crowded Places from Attack: New Zealand's Strategy](#)¹ and complete the [Self-Assessment Tool](#).

A security consultant will be able to provide you with more details on specific measures to put in place to protect your crowded place.

Crowded Places Documents and Resources









These documents are regularly reviewed and updated. New information is also published from time to time. Please check the [New Zealand Police Crowded Places website](#)² on a regular basis to ensure you have the latest and most comprehensive information.

Recognising threats

Increasing our ability to recognise and respond to threats relies on all of us becoming more aware of our surroundings and the behaviour of persons who try to create harm to people or infrastructure (buildings, locations or services etc).

This document considers the following:

- 1 What protective security is in place at your location to Deter, Detect, Delay and Respond? e.g. bollards, closed circuit tv, security personnel etc
- 2 What types of items constitute a threat that you should take note of:
 -  edged or blunt weapons
 -  firearms
 -  hostile vehicles
 -  drones and aircraft
 -  explosives
 -  hazardous materials
- 3 How to better recognise suspicious behaviour
- 4 Being alert to things that are out of the ordinary
 - **Hear**
e.g. continued unusual noises (vehicles, alarms, screaming, explosion etc)
 - **See**
e.g. people running, drones, unusual smoke or fire, structural damage, casualties etc
 - **Smell**
e.g. chemicals, odours, smoke etc.

- 5 Have a clear understanding of the procedures to be followed if any threats or indicators are encountered.

ESCAPE. HIDE. TELL.
Remove. Remove. Remove.

In an emergency everyone should phone 111

If the information is not time-critical, people can report suspicious or unusual behaviour by:

- completing a report at 105.police.govt.nz, or calling Police's non-emergency number **105**
- visiting their nearest [Police station](#)³
- phoning Crimestoppers on **0800 555 111**
- contacting the NZSIS on **0800 747 224** or via their [Public Contribution Form](#)⁴.

Do you have an emergency practice in place for preventing or responding to threats?

³ <http://www.police.govt.nz/contact-us/stations>

⁴ <https://providinginformation.nzsis.govt.nz>

Threat types

Terror threats or acts of violent extremism can be fast-moving incidents where attackers may move through a location creating widespread fear by harming people, and or damaging infrastructure.

Most injuries and deaths occur within a few moments from the start of the attack.

Any threats covered in this document are feasible and could well occur. The attack type could change rapidly as the incident unfolds.

It is important that you understand the risks and vulnerabilities associated with your crowded place in order to implement protective security that is proportionate. Please read the documents available on www.police.govt.nz/crowdedplaces and utilise the associated tools to build in resilience.

Attackers may use different tools and methods depending on their competence, experience, motivation and what tools or weapons they have available to them. Physical attacks can have different levels of sophistication and could be any combination of attack types.

It is important to maintain awareness of your surroundings, understanding what is usual or unusual. Even after an incident, ongoing awareness of the situation remains important.

Do you understand the current and evolving threat risks associated with your crowded place?

What threats are you protecting your crowded place from?

Have you or your crowded place received threats?



Recognising suspicious behaviour

The behaviour of individuals or groups prior to an attack may give an indication of their intentions and provide opportunities for disrupting their plans.

A simple, low cost level of security is to train your staff to identify unusual activity or behaviour, and to be equipped to report, manage and respond to any concerns.

By understanding how to recognise suspicious behaviour, such as hostile reconnaissance⁵, you have an early indication of potential planning and the opportunity to disrupt an attack.

Consider **WHAT**:

- **W**hat are they doing?
- **H**ow are they behaving?
- **A**lone or acting with others?
- **T**hreat what type do they pose?

There may be pre-attack indicators, both obvious and subtle such as:

- presence of a firearm or an edged weapon
- frequent sighting of the same vehicle either parked or moving

- unusual, dangerous or erratic driving
- vehicles parked or driven in an unusual location
- bulky or non-typical clothing being worn
- unusual nervousness or sweating, fidgeting or showing anxiety
- unusual odours
- bags, cases or other items that are out of place
- unusual items or combinations of items
- items that show signs of tampering
- anecdotal information/rumours about someone planning something
- social media threats⁶ e.g. racially or culturally charged statements inciting action
- yelling of hateful comments
- filming and photographing a location, paying particular attention to the security detail of that place.

A pre-attack warning may also be given (in person, by phone, email, social media or via post/courier etc), in this case you should call **111** and advise Police immediately.



What could suspicious behaviour at your crowded place look like?

Do you actively look for individuals or groups acting suspiciously at your crowded place?

Have you identified locations at your crowded place where suspicious activity is likely to go unobserved?

Do you closely monitor your social media for threats?

Weapons

An active armed offender is a person armed with a weapon attempting to injure or kill as many people as possible, within the shortest period of time. They will generally target crowded places.

Edged or blunt weapons

Any item that is edged, sharp or blunt and able to cause injury can be used as a weapon.

There are restrictions on the purchase (including importing) and possession of certain edged weapons in New Zealand.

Most edged weapons are metallic, but other materials like ceramic blades are available. Depending on their size, edged weapons may be concealed on a person, in a bag or other carried item.

Everyday items, such as kitchen knives, screw drivers or hammers have the potential to be used as a weapon, they can be made or altered to cause major injury. It is important to consider the context in which any of these items are being carried and the intent of the person carrying the item.



What potential weapons are readily available at your location?

Are your staff trained in first aid and/or stop the bleed practice?

Firearms

There are restrictions on the purchase and possession of certain firearms in New Zealand.

If you see someone carrying a firearm in a crowded place, and they are not clearly identified as Police, call **111**.

Should an active armed offender attack occur in your crowded place remember ESCAPE. HIDE. TELL. Maintaining awareness of your surroundings is crucial.

Police will respond urgently to reports of an active armed attack. Their response will involve armed Police moving towards the threat in order to prevent further casualties. Comply with any emergency operator and responder instructions.



What would you do if you saw someone with a firearm?

What procedures do you have in place if you or your staff find a firearm, ammunition or any firearm component?

Hostile vehicles

Vehicles can be used as a weapon to either drive into a crowd or to deliver an explosive device.

While it is possible to prevent vehicles entering specific areas where crowds gather, it is often not practical or proportionate to protect everywhere.

Vehicle attacks frequently begin on public roads with little or no warning with the intention to harm as many people as possible. The driver is unlikely to follow the road rules. They may park illegally or unusually, use excessive speed, ignore traffic signals, drive on the wrong side of the road, mount the footpath and enter pedestrian zones.

The end of a vehicle attack may look like a road traffic accident: the vehicle losing control and

crashing into barriers, buildings, street furniture or other vehicles. Individuals may approach the vehicle to help the occupants, inadvertently becoming targets for mixed-mode or multi-layered attacks. Remember: **ESCAPE. HIDE. TELL.** Maintaining awareness of your surroundings is crucial.

Vehicles can be used to contain explosives. If a vehicle, either moving or parked, is out of context for your crowded place, follow your emergency procedures.

Consider Crime Prevention through Environmental Design (CPTED) to protect your crowded place. Contact your local council for more information on CPTED.

Do you have controls in place for vehicles coming into your crowded place?

What would make a vehicle stand out as unusual?

Are there key places where a vehicle can park in a position to cause significant damage if containing explosives?

Are there times of the day when you need to be more aware of vehicle movements?

Would you notice repeated sightings of the same vehicle/s outside your crowded place, that make them unusual?



Drones and other aircraft

Drones are becoming more common place in our skies and are often used for business or recreational purposes. However, they also can be used for harmful activity, either purposefully or as a result of negligence. They can also be used for hostile reconnaissance prior to an attack, or as a delivery mechanism during an attack.

A drone typically consists of three key components:

1. The drone itself, technically known as an unmanned aerial vehicle or UAV

2. A ground control system for management
3. A person to control the flight of the drone (a pilot)

Commercial drone operators will follow the New Zealand Civil Aviation rules⁷ when flying a drone by registering its use on www.airshare.co.nz.

If you are concerned about activity by a drone near or above your crowded place, contact CAA⁸ or if urgent call Police on **111**.

Would you report or be concerned by repeated sightings of unexpected drones or other aircraft at your crowded place?

**If you see a drone consider:
Can you see the drone pilot?
Is the drone flying in suspicious or unusual flight patterns? (e.g. flying close to CCTV cameras or entry and exit points etc)**

Do you know who to report unexpected drones or aircraft activity to?

If you or others are planning to use a drone at your site do you know how to do so - legally and safely?



⁷ www.aviation.govt.nz/drones/rules-and-regulations-for-drones-in-new-zealand/
⁸ www.aviation.govt.nz/about-us/contact-us/report-a-drone-safety-concern/

Explosives

Explosives can be used to achieve a variety of different goals, including mass casualties or fatalities, destruction of property and infrastructure to cause major disruption.

There are various sources of explosives including military, commercial or improvised explosives. Explosives have a range of different appearances and colours, including powders, crystals, liquids, gels or putty-like materials. They can be delivered in parcels, letters, worn in vests, vehicles or other containers.

Explosives are likely to involve certain key components:

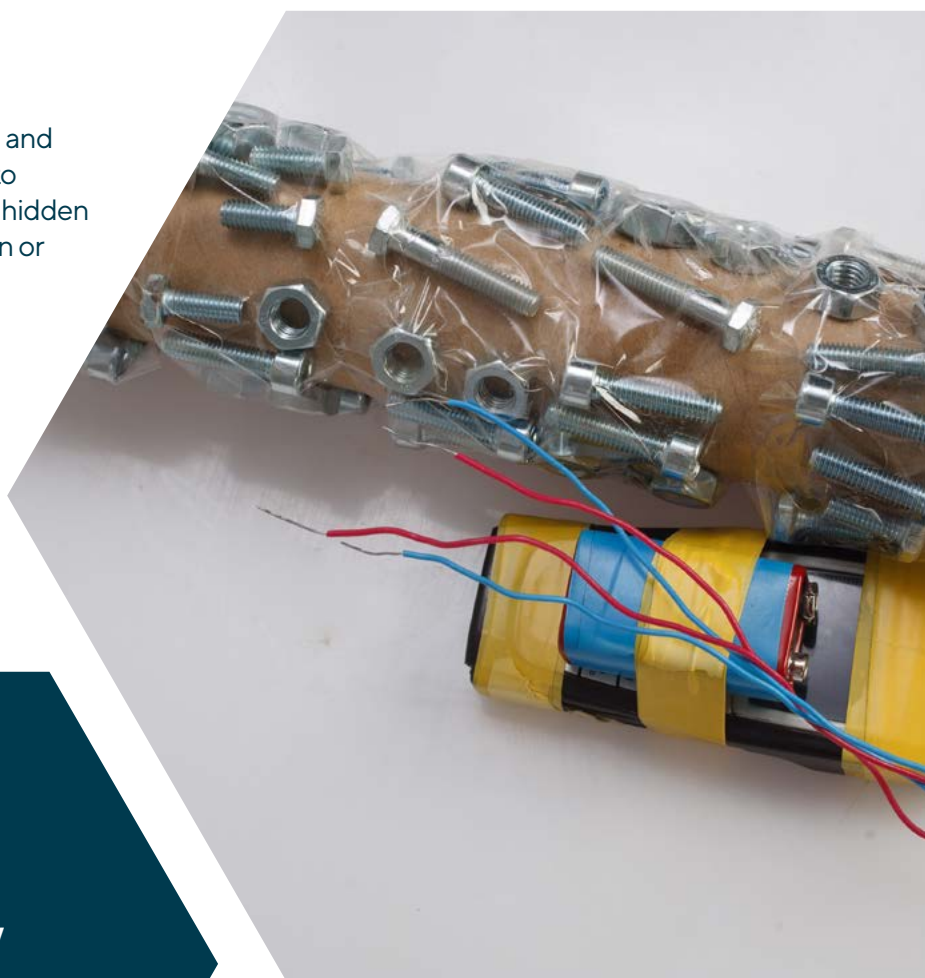
- Power source
- Initiator
- Explosive material
- Switch or timer.

There are several methods for the deployment and ignition of explosives, these can be combined to produce different effects. Explosives could be hidden or abandoned at strategic locations, attached in or under vehicles.

The impact of the explosion will depend on the goals of the attacker, their knowledge and the materials available.

Remember, not all the components of the device may be visible (they may be hidden inside packaging, clothing or vehicle). Consider what is normal for the location or situation and use the **HOT** principles as described in the [Detecting and Responding to Hostile Reconnaissance](#)⁹ resource, or **WHAT** principles as page 6.

If it is suspicious, out of place, or just “isn’t right” evacuate your location and importantly create as much distance between people and the device as possible. Call Police on **111**.



What are your procedures if suspicious items or explosives are found at your crowded place?

Do you have plans for evacuation away from suspected explosives? Do all your staff know them?

Do you know what to do in the event an explosive device is found at your premises?

Are your staff trained in first aid and/or stop the bleed practice?

Hazardous materials

These include Chemical, Biological, Radiological (also referred to as CBR) materials that can be explosive, flammable, capable of oxidising, corrosive, toxic, radioactive, or carry an infectious agent.

People can be exposed if they breathe in the material (e.g. inhale gases, vapours or dusts): it gets on their skin or in their eyes, or they consume it by eating or drinking it.

Attackers could use different release methods to cause harm to people, critical infrastructure or cause major disruption to the supply of essential goods and services.

Potential release methods include:

- spraying (liquids or powders) - may feature spring-loaded devices
- gas release (this may be passive or highly energetic) - may feature compressed gas cylinders or perforated containers

- contamination (e.g. food/drink/everyday products/surfaces) - may not be obvious other than possible discoloration
- material left in-situ - pooled liquids or un-shielded radioactive materials placed where people would be exposed to high doses of radiation.
- mixing legitimate chemicals to create toxic gas or fumes.

The appearance of a hazardous material can vary from a solid to a liquid or gas, and they may be colourless, odourless, and require specialist equipment for detection. Solid forms can include gels, crystals, putties or powders. Liquid form includes vapours and mists.

If anyone comes into contact with a hazardous material - remember **REMOVE. REMOVE. REMOVE.** Details on this are available at the end of this document, or on www.fireandemergency.nz/hazardous-substances If you need medical attention or assistance removing any chemical, emergency services will be able to assist.

What potentially hazardous materials are readily available to your staff and public at your location?

What procedures do you have in place if you find any hazardous materials that don't belong at your location?

Does your location have a place where people can safely decontaminate? i.e. outside water supply.



Response

Ensure you have a response plan in place that is regularly reviewed and practised. If an incident occurs, follow the plan and comply with any emergency operator instructions. Staff should know what to do if an attack does occur: **ESCAPE. HIDE. TELL.**

When safe, can you and your team provide basic first aid (pack and compress wounds, stop the bleed), and comfort the injured?

Depending on the incident, the first Police responders' job will be to deal with the threat and prevent further casualties:

- they may be armed
- they may not be in Police uniform but will display a symbol or markings to identify them as 'Police'
- they will need to identify the threat
- their priority is to locate and deal with the threat

- they may go past injured people to locate the threat
- they may treat **all** people in a firm manner.

When Police, Fire and Ambulance are on site it is important that you:

- obey or follow their instructions
- do not make sudden movements or gestures that can be perceived as a threat
- stay calm, don't shout or wave
- always keep hands visible and empty to show you are unarmed.

Police may ask for details about the building and its layout, locations of suspect items, the attackers, hostages, and casualties. Provide as much detail as you are able. Say if you do not know.

Have you assigned someone to be responsible for creating and maintaining an emergency response plan?

Are any of your staff trained in emergency response first aid? (wound management, stop the bleed etc)

Do you know what to expect when emergency services turn up?

Have you briefed your staff on **ESCAPE. HIDE. TELL.?**



Know what to do

Our message to people at crowded places


If you're at a crowded place that's attacked remember: **ESCAPE. HIDE. TELL.**


All situations are different. You will need to make quick decisions during an attack and be prepared to change your plan. Remembering **ESCAPE. HIDE. TELL.** will help you decide what to do.

ESCAPE. HIDE. TELL.

For more information go to: www.police.govt.nz/crowdedplaces

ESCAPE  Move quickly and quietly away from danger, but only if it is safe to do so.

HIDE  Stay out of sight and silence your mobile phone.

TELL  Call the Police by dialling 111 when it is safe.

REMOVE. REMOVE. REMOVE.

For more information go to: www.fireandemergency.nz/hazardous-substances

If a hazardous substance has been released

in a public/crowded place and you think someone has been **exposed**, use caution and keep a safe distance to avoid exposure yourself.

Tell those affected to:



REMOVE THEMSELVES

from the immediate area to avoid further exposure to the substance. Fresh air is important.

If the skin is itchy or painful, find a water source.



REMOVE OUTER CLOTHING

if affected by the substance. Try to avoid pulling clothing over the head if possible.

Do not smoke, eat or drink. Do not pull off clothing stuck to skin.



REMOVE THE SUBSTANCE

from skin and hair using a dry absorbent material to either soak it up or brush it off.

If the skin is itchy or painful, rinse continually with cold water.



Follow the instructions of emergency services.
Act quickly. These actions can save lives.

In the event of an attack



Move quickly and quietly away from danger, but only if it is safe to do so.

Stay out of sight and silence your mobile phone.

Call the Police by dialling 111 when it is safe.

www.police.govt.nz/crowdedplaces