



**DUPAGE
COUNTY**

EVENT READY: Special Events Planning & Training Guide

Event Ready

Special Events Planning & Training Guide

Edition (2018.8)

Date (10-12-18)



Contents

Executive Summary.....	3
Introduction	4
What is a Special Event?	4
Types of Special Events	4
Special Event Planning	5
Selection of the Event Planning Team and Command Group.....	5
The Planning Team.....	5
Training for the Planning Team and Command Group	6
Suggested Classes	7
What are Operational Considerations?	8
Intelligence.....	8
Hazard Vulnerability Assessment.....	9
Hazard Analysis	9
National Incident Management System (NIMS) / Incident Command System (ICS)	11
Command Post Considerations.....	13
Emergency Operations Centers and “Special Events”	17
Special Event – Standard Operating Guidelines (SOGs).....	17
Event Cancellation	17
Security Concerns	20
Traffic Concerns	21
Other Special Operational Considerations	22
Hazards.....	23
Weather	23
Heat.....	26
Crowds	26
Stage Acts.....	28
Traffic	28
Evacuation and Sheltering	29
Accident or injured people	29

Special Events Planning & Training Guide

Altercation or Fight	29
Fire or Rescue.....	29
Unattended / Suspicious Object or Person.....	29
Bomb Threat	30
Mass Poisoning	30
Structure Collapse.....	30
Hazardous Material.....	30
Lost Child / Lost Parent	30
Lost and Found.....	31
Planning Considerations for “High Risk” Events	31
Event Plans.....	31
Special Event – Emergency Operations Plan (EOP).....	31
Developing Contingency Plans.....	33
Incident Action Plans (IAP).....	33
Situational Report (SitRep)	34
Event Day	34
Event Day Readiness and Just-in-Time-Training	35
Event Sponsors and Volunteers	35
Public Safety Personnel.....	35
Command and General Staff.....	35
Post-Event Activities	36
Training and Exercises.....	39
Homeland Security Exercise Evaluation Program (HSEEP)	39
Pre-Event Exercise Activities	40
Acronyms	41
References	42
Additional Resources	43

Executive Summary

The Event Ready Program is an ample source of special event resources. The contents of the documents and numerous supplemental documents are applicable to law enforcement, fire service, emergency medical services, public health, hospitals, emergency management, event sponsors and event planners. The document provides a high-level overview on special event common standards from across the United States and literature. The *Event Ready: Special Events Planning & Training Guide* is meant to provide resources on special event information, trainings, and best practices as developed by the Federal Emergency Management Agency (FEMA), National Weather Service (NWS), real-world events, and comprehensive in-person or online special event courses.

Additional links are provided throughout the document on information and trainings specific to their designated section such as; the Incident Command System (ICS), National Incident Management System (NIMS), Homeland Security Exercise Evaluation Program (HSEEP), event security and weather-related trainings.

Acknowledgments

The DuPage County Office of Homeland Security and Emergency Management would like to acknowledge the following agencies for the use of their event planning documents, trainings, and tool kit which have shaped the Event Ready Program for the County.

- Federal Emergency Management Agency
- National Weather Service
- City of Naperville
- Texas A&M Engineering Extension Service
- Comet-MetEd-UCAR Community Programs

Introduction

What is a Special Event?

A special event is defined as a non-routine activity within a community that brings together a large number of people. According to Federal Emergency Management Agency (FEMA), (2013b):

To determine what constitutes a special event in a community, consider the community's ability to respond to the extraordinary demands that the event places on response services, as well as the total number of people attending the event.

Addressing the following questions can help a community make a determination:

- *Is the event out of the ordinary or non-routine?* A non-routine event is usually considered a special event
- *Does the event place a strain on community resources?* A strain on community resources usually indicates a special event
- *Does the event attract a large number of people?* A large number of people may, but does not necessarily, constitute a special event
- *Does the event require permitting or additional planning, preparation, and mitigation efforts of local agencies?* Additional planning, preparedness, and mitigation efforts on behalf of local emergency management and public safety agencies usually indicate a special event

(What is a Special Event section, para. 2)

Types of Special Events

There are several different types of special events, and each type deserves consideration.

Planned Events:

The significant difference between a planned special event and other types of events is the time available to prepare. Additionally, it is critical, to develop contingency plans for special events that contain a high-risk or pose a high-risk probability. Examples of planned special events include:

- Air events – aircraft, hot air balloons, parachute jumping
- Aquatic – surfing, powerboats, sailboats, jet skis
- Concerts – single/multiple performers, single/multiple venues
- Conventions – single/multiple days and sites
- Fairs and festivals – art, balloon, dance, music, thematic (county, rodeos, etc.)
- Motorized – auto, truck, motorcycle
- Political rallies – marches, protests, VIP visits, campaign rallies
- Special sporting events – bicycle tours and races, marathons, parades, regional/national (sports)

Forecasted Events

A forecasted event is generally expected, but only provides a limited prior notice.

Examples include:

- Spontaneous events – celebrations following large championships, i.e., Major League Baseball World Series
- Controversial court decisions
- Hurricanes

Spontaneous / No-Notice Events

Spontaneous events are dynamic. As a result, a timely and appropriate response is critical to achieving safe outcomes. Local emergency management and public safety agencies need to be aware that spontaneous events create the same need for emergency response contingencies as planned events. Safety plans or agreed-upon roles and responsibilities for participants must be established. Examples include:

- Political rallies – marches, protests
- Severe weather – tornadoes
- Terrorist attacks

Special Event Planning

Planning for any event may be challenging. According to FEMA (2013b), “Planning for the potential risks and hazards associated with significant public events is critical to public safety and the success of any such event” (Importance of Planning section, para. 1). “Before scheduling a special event, planners should consider:

- Size and scope of the event
- Risks to spectators and participants
- Impact on the community
- Emergency support required”

(Importance of Planning section, para. 4)

Many communities require event promoters or sponsors to obtain permits before holding an event. Permits help the planning process by:

- Formally notifying the community of the intent to hold an event
- Providing details about the event, such as venue, anticipated audience characteristics, and the intent to sell food or merchandise
- Ensure that event sponsors/promoters have adequate insurance coverage
- Provide opportunities for health control, prevention, detection, and surveillance
- Provide safety regulation
- Ensuring that ordinances are adhered to

Selection of the Event Planning Team and Command Group

The Planning Team

According to FEMA (2013b) it is essential to prepare a planning team:

Planning for a special event should begin well in advance of the event. One of the first steps is to bring together those who are hosting the event with those responsible for public safety. A multidisciplinary planning team should be composed of the promoter or sponsor, and all agencies that hold a functional stake in the event, such as:

- Emergency Management
- Law Enforcement
- Fire and Rescue
- Hazardous Materials (HazMat)
- Urban Search & Rescue
- Emergency Medical Services (EMS)
- Local Hospitals
- Public Works/Utilities
- Local Public Health
- Transportation Authority

- Facility personnel responsible for event planning
- Event sponsor representatives

(The Planning Team section, para. 1)

According to FEMA (2013b), “It is important to remember that all agencies involved need to participate on the planning team from the outset to ensure a successful and safe event” (The Planning Team section, para. 3). There are numerous County, State and Federal agencies that possess available assets that could be of use during the event. It may be advantageous to include representatives from some of these agencies in the planning of the event.

According to FEMA (2013b) considering that several, different agencies will comprise the planning team, the lead agency should be identified early in the process. In some communities, the lead agency for public safety planning is the emergency management agency. If this is the case, emergency management will typically lead the way in coordinating the event planning effort (The Planning Team section, para. 4).

Advantages of a Team Approach

A team approach to planning offers many benefits, including:

- *A sense of ownership.* The plan is more likely to be used and followed if the tasked organizations believe that the plan is “theirs.”
- *Greater access to resources.* Greater knowledge and expertise are brought to bear on the planning effort when more people are involved, forming cooperative relationships. Closer professional relationships that develop during the planning process should translate into better cooperation and coordination during the actual event and any emergencies that may arise. (FEMA, 2013b, Advantages of a Team Approach section)
- *Broader expertise.* A more comprehensive set of skills and experiences will result from the more extensive range of people involved, which will result in a plan that has better coverage.

Other Potential Planning Team Members

For some types of special events, potential planning team members may also include:

- Animal care and control organizations
- The Chamber of Commerce
- Communications representatives
- Community services representatives
- Voluntary organizations
- Labor and professional organizations
- Private-sector representatives
- School officials

The guiding principle should be to involve all the essential stakeholders participating in the event.

Training for the Planning Team and Command Group

The Planning Team and the Command and General Staff Group for the event need to have completed the appropriate training to provide background before creating the event plan. Additional training may be necessary to handle some of the specific situations that might arise at an event. The following list forms a

core training curriculum for all people associated with planning and command responsibilities of an event. These classes are from the FEMA Independent Study Program ¹ (ISP) and are free online classes.

- IS-100b – [Introduction to Incident Command System, ICS-100](#)
 - IS-200b – [ICS for Single Resources and Initial Action Incidents](#)
 - IS-700a – [National Incident Management System \(NIMS\) An Introduction](#)
 - IS-15b – [Special Events Contingency Planning for Public Safety Agencies](#)
 - IS-201 – [Forms Used for the Development of the Incident Action Plan](#)
 - IS-271a – [Anticipating Hazardous Weather & Community Risk, 2nd Edition](#)
- IS-271a links to the COMET² class of the same name

National Weather Service:

- [Overview video](#)
- [Illinois Weather Watcher Tool Kit](#)
- [Indiana Weather Watcher Tool Kit](#)

Suggested Classes

It is strongly suggested that planning and command personnel have taken a Weather Spotter class; either the in-person NWS class or the online class from COMET MetEd³.

SkyWarn Spotter Training. The online course consists of several online modules and is more comprehensive than the NWS two hour in-person class.

Texas A&M Engineering (TEEX) Extension Service also provides four courses on sport and special event management, risk management, evacuation, training and exercise.

- AWR167 – [Sport Event Risk Management](#)
- MGT404 – [Sports and Special Events Incident Management](#)
- MGT412 – [Sports and Special Event Evacuation Training and Exercise](#)
- MGT440 – [Enhanced Sports and Special Events Incident Management](#)

The DHS Homeland Security Exercise and Evaluation Program (HSEEP), as written by the U.S. Department of Homeland Security (2013) provides, “a set of guiding principles for exercise programs, as well as a standard approach to exercise program management, design and development, conduct, evaluation, and improvement planning.” This document [is] valuable for anyone who will be creating an After-Action Report and Improvement Plan. This is an in-person class taught through-out Illinois and across the Nation. Further information on HSEEP may be found in the Training and Exercise portion of this document.

The ICS-300 class – Intermediate ICS for expanding incidents – provides exposure to incident planning and is strongly recommended for command personnel. It is also, advantageous for command personnel to have the FEMA position specific classes for Incident Command, Operations Section Chief, and the Planning Section Chief. These classes will help in the development of event plans.

¹ FEMA Independent Study Program is free for all. The agency provides self-paced classes for people with responsibilities related to emergency management. For a full list of their available trainings follow the link – <http://training.fema.gov/is/>.

² COMET is an education program, sponsored by NWS, for weather and environmental forecasters follow the link for more information – <http://www.meted.ucar.edu/emgmt/hazwx/resources.htm>

³ Meteorology Education is available through the University Corporation for Atmospheric Research – <https://www.meted.ucar.edu/>

What are Operational Considerations?

“To ensure that all [possible preparations] have been made to ensure [event participant safety], the planning team must also identify operational considerations, hazards, and incidents which could occur during an event. Identifying operational considerations allows the planning team to consider even low-risk but high-impact scenarios and develop contingency plans to deal with them” (FEMA, 2013d, What are Operations Considerations section).

Once a list of foreseeable hazards that may impact the event has been developed, determine within local protocols how each situation would be addressed. Use local nomenclature and terms/names. The handling of the event should be at a fairly high level. The local response protocols and procedures do not need to be recreated, they just need to be initiated and implemented.

For each hazard where a response would not be initiated by command, define the actions desired for each type of reporting person for each hazard type. The following list includes several possible types of reporting people and a general response for each.

- *Member of the public:* notify public safety or security personnel in the immediate area or call 911.
- *Employee/volunteer:* notify public safety and provide location and details – help control the immediate scene
- *Law Enforcement:* notify command, respond as requested, secure the area, report and proceed as requested
- *EMS/Fire:* notify command, respond as requested, report, provide services as needed, proceed as requested
- *Public Health:* notify command, and provide location and details, provide services as needed
- *Event Management:* notify command. Public safety personnel will provide information and make requests as needed.
- *Public Information:* information will be released in accordance with local policy
- *Venue Production:* if requested, cease operation for announcements or follow public safety instructions. It may be necessary for utilities to be turned off for safety reasons

Intelligence

At least one person should be assigned to monitor for issues that may impact the event. The monitoring starts before the event, continues through the event and includes some of the following:

- Stage acts – do the any of the stage acts have a history of problems?
- Do any of the stage acts have followers that might cause a problem?
- Is there something about the event that might attract trouble?
- Are there any general security concerns that might affect the event?

The intelligence function may be part of the command staff reporting directly to command or within the Planning Section.

In Illinois, it is recommended that you register the event with the Statewide Terrorism and Intelligence Center (STIC) so that information relevant to your event may be provided. Use the “Statewide Terrorism & Intelligence Center Special Event Form” included in the reference material for this purpose. In addition, local, county and state law enforcement should be consulted in advance of the event to see if there are issues with gangs, drugs or stage acts. During the event, various sources of intelligence, including social media, should be actively but non-intrusively monitored to see if there are any changes or updates.

Hazard Vulnerability Assessment

Based on the information available about the event and the area which it will be located, a list of potential hazards or “out of the ordinary” situations should be developed. Creation of this list can be accomplished using the methodology of the Threat and Hazard Identification and Risk Assessment Guide Comprehensive Preparedness Guide (CPG) 201.

Hazard Analysis

The following information is recommendations for event contingency planning by FEMA (2013b):

Hazard analysis is the decision-making process used to identify, categorize and analyze the various hazards that could occur at an event. Hazard analysis is routinely conducted as part of the emergency planning process and is appropriate for special events planning. A hazard analysis should be performed, or reviewed before each special event. The Hazard Vulnerability Assessment spreadsheet, included in the reference material, provides a means of listing hazards and categorizing the probability and severity of foreseeable hazards. (Hazard Analysis section)

“Due to the potentially large numbers of participants and attendees, special events generally present a more significant risk hazard and provide targets of opportunity for criminal and terrorist elements. These factors make executing the hazard analysis process critical” (Hazard Analysis section).

Conducting a Hazard Analysis

Conducting a hazard analysis involves four steps:

- Identify the hazards
- Weigh and compare the risks
- Profile hazards and consequences
- Determine vulnerabilities

(Conducting a Hazard Analysis section)

Types of Hazards

When identifying hazards, be sure to include:

- *Natural Hazards:* fires, severe weather, tornadoes, floods, ice storms, earthquakes, foodborne illnesses or epidemics
- *Technological Hazards:* radiological or hazmat releases, cyber incidents or power failures
- *Human-Caused Hazards:* criminal or terrorist acts or other related threats

(Types of Hazards section)

Step 1: Identify the Hazards

The first step in the hazard analysis process is to identify the hazards associated with the event. There are several sources of information to assist in the identification of hazards. These sources include:

- The jurisdiction’s existing hazard analysis
- Historic data, especially as it relates to similar hazards from around the country as well as past local events
- Statistical data (from government agencies) about hazards that are most likely to occur in your area
- Specific and unique hazards to the event

By reviewing these sources of information, you should be able to identify the natural, technological, and manmade hazards that could affect the event. (Step 1: Identify the Hazards section)

The following is a list of potential hazards that might impact an event. Other hazards may appear as the result of a Hazard Vulnerability Assessment:

- Weather
- Crowds
- Evacuation and sheltering
- Stage acts (history of gangs, violence, drugs)
- Traffic
- Accident or injured people
- Altercation or fight
- Fire or explosion
- Unattended / Suspicious object
- Suspicious person
- Bomb threat
- Mass illness (criminal contamination, bioterrorism, and foodborne, water and animal communicable diseases.
- Structure collapse
- Hazardous material
- Lost child / Lost parent
- Lost and found

The above list consists of potential situations that could occur at any event. There may be additional situations specific to the individual event that arises out of the hazard vulnerability assessment.

Step 2: Weigh and Compare the Risks

You will find that some hazards pose a greater threat to the event than others. To determine which pose the most significant threat, weigh and compare the risks posed by each hazard. Consider the:

- Frequency of occurrence
- Magnitude and potential intensity
- Location
- Probable size of the area impacted
- Probable duration
- Seasonal pattern
- Speed of onset and availability of warning

(Step 2: Weigh and Compare the Risks section)

Step 3: Profile Hazards and Consequences

Your next step should involve developing a hazard profile that assigns numeric values to each hazard to provide an idea about the real risks each hazard poses. The numeric values relate to:

- How often each hazard could occur (frequency distribution)
- The potential impact the hazard could have on the population and property
- The level of coverage in the jurisdiction's Emergency Operations Plan (EOP)

(Step 3: Profile Hazards and Consequences section)

Step 4: Determine Vulnerabilities

The fourth step involves determining how vulnerable the event is to the highest ranked hazards. Some questions to ask when identifying vulnerabilities include:

- What level of coverage is this hazard given in the jurisdiction's EOP?

- Are critical facilities such as fire and police stations likely to be affected?
- Are local personnel trained and equipped to respond safely?
- Could response personnel be delayed by traffic, debris, or other factors? How long might the delay last?

(Step 4: Determine Vulnerabilities section)

National Incident Management System (NIMS) / Incident Command System (ICS)

Per FEMA (2013a):

NIMS provides a systematic, proactive approach to guide departments and agencies at all levels of government, non-governmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents. Regardless of cause, size, location, or complexity, to reduce the loss of life and property and harm to the environment. (NIMS AND NRF section)

Within NIMS, the Incident Command System (ICS) is an efficient way of managing special events. This section will briefly discuss the ICS organizational structure, ICS positions, incident action planning, and command structures.

Command and Management Elements

According to FEMA (2013e), “The NIMS Command and Management component facilitates incident management. This component includes the following elements: Incident Command System, Multiagency Coordination Systems, and Public Information” (Command and Management Elements section).

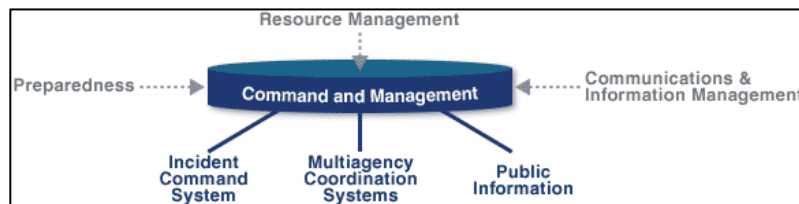


Figure 1. NIMS command and management. This figure illustrates how the command and management system provides balance to incident related inputs through organized system management. (FEMA, 2013a)

What is ICS?

Standards provided by FEMA (2013e) are described as follows:

Within NIMS, the Incident Command System (ICS) provides a standardized approach to managing incidents and special events. ICS,

- Is based on proven incident management practices
- Defines incident response organizational concepts and structures
- Consists of procedures for managing personnel, facilities, equipment, and communications
- Is used throughout the lifecycle of an incident (e.g., from pre-incident planning to demobilization of resources)

It is highly recommended at a minimum that all planning and command personnel complete the IS-100, “Introduction to the Incident Command System” and the IS-200, “ICS for Single Resources and

Initial Action Incidents” courses. These classes will provide significant background and aid in the development of special event plans.

(What is ICS section)

ICS and Special Event Planning

According to FEMA (2013e), planning for a special event should begin well in advance of the event and include all stakeholders. With many agencies participating in an event, it is important to use a proven management system. Using ICS provides a means of determining how resources are going to be used, who will coordinate them, and how information will be communicated during a special event. ICS is designed to assist event planners in the areas of:

- Resource management
- Organization
- Delegation of authority
- Coordination
- Communication
- Evaluation

(ICS and Special Event Planning section)

Advantages of ICS

Per FEMA (2013e):

Using ICS to plan and manage a special event:

- Allows the organization to adapt and expand if unanticipated situations occur during the event
- Provides an opportunity to test protocols and procedures that could be used in a no-notice incident or emergency
- Facilitates the decision making and coordination among all stakeholders involved in the event
- Often avoids duplication of efforts and reduces the cost of an event through better management of resources

(Advantages of ICS section)

Optimizing Communication and Coordination

According to FEMA (2013e):

Using ICS optimizes communication and coordination, and facilitates the protection of life and property. ICS achieves these objectives by:

- Establishing a standardized command structure for any event or incident
- Using common terminology that ensures everyone will understand what is being said and how to acknowledge it properly

(Optimizing Communication and Coordination section)

Modular Organization

FEMA (2013e) recommends:

The ICS organizational structure develops in a modular fashion based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident. When needed, separate functional elements can be established, each of which may be further subdivided to enhance internal organizational management and external coordination. Responsibility for the establishment and expansion of the ICS modular organization ultimately rests with Incident Command, which bases the ICS organization on the requirements of the situation. As incident complexity increases, the organization expands from the top down as functional responsibilities are delegated. Concurrent with structural expansion, the number of management and supervisory positions expands to address the requirements of the incident adequately. (Modular Organization section)

Command Post Considerations

Some considerations must be made relative to the location of the Command Post and facilities available to the Command Post. The command post must be located in a safe and secure location that would not be involved, surrounded or cut off if an incident expands. During an expanded incident, access to the command post must be maintained. Also, facilities, for members of the command post, should be located reasonably close to the command post

Special events planning is enhanced through the use of standardized procedures and regulations. FEMA (2013e) describes the importance of command post planning in the following segments:

Incident Action Planning

Centralized, coordinated incident action planning should guide all event response activities. An Incident Action Plan (IAP) provides a concise, coherent means of capturing and communicating the overall incident priorities, objectives, and strategies in the contexts of both operational and support activities. Every incident must have an action plan; however, not all incidents require written plans. Most special events are complex and frequently involve multiple jurisdictions and/or agencies, preparing a written IAP is essential to maintain effective, efficient, and safe event operations. (Incident Action Planning section)

Manageable Span of Control

The span of control is critical to effective and efficient incident management. Supervisors must be able to adequately supervise and control their subordinates, as well as communicate with and manage all resources under their supervision. In ICS, the span of control of any individual with incident management supervisory responsibility should range from three to seven subordinates, with five being optimal. During a large-scale law enforcement operation, eight to ten subordinates may be optimal. The type of incident, nature of the task, hazards and safety factors, and distances between personnel and resources all influence span-of-control considerations. (Manageable Span of Control section)

Incident Facilities and Command Posts

Various types of operational support facilities and command posts are available and established in the vicinity of an incident, depending on its size and complexity, to accomplish a variety of purposes. The Incident Command will direct the identification and location of facilities and mobile command posts based on the requirements of the situation.

Typically, designated facilities include Incident Command Posts, bases, camps, staging areas, mass casualty triage areas, point-of-distribution sites, and others as required. Fixed Command Post facilities are situationally dependent on availability, and the size and scope of the event. (Incident Facilities and Command Posts section)

Communications

It is of paramount importance that you include a competent communications expert, preferably a qualified Communications Unit Leader (COML) in the development of your communications plan. Interagency interoperability and coordination of frequencies will play an important role in your ability to communicate and provide special event emergency management. Lack of competent communications plans will directly and negatively impact the event. Inadequate communications capacity, conflicting systems and incompatible communications systems have caused significant problems at many events. (Communications section)

The following from FEMA (2013e) highlights the importance of Chain of Command and Unity of Command:

Establishment and Transfer of Command

The command function must be clearly established from the beginning of event operations. The agency with primary jurisdictional authority over the incident designates the individual at the scene responsible for establishing command. When command is transferred, the process must include a briefing that captures all essential information for continuing safe and effective operations. (Establishment and Transfer of Command section)

Chain of Command and Unity of Command

- Chain of Command: Chain of command refers to the orderly line of authority within the ranks of the incident management organization
- Unity of Command: Unity of command means that all individuals have a single designated supervisor to whom they report at the event

These principles clarify reporting relationships and eliminate the confusion caused by multiple, conflicting directives. Incident managers at all levels must be able to direct the actions of all personnel under their supervision. (Chain of Command and Unity of Command section)

Unified Command

According to FEMA (2013e):

In events involving multiple jurisdictions, a single jurisdiction with multiagency involvement, or multiple jurisdictions with the multiagency participation, Unified Command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability. (Unified Command section)

Accountability

Per FEMA (2013e):

Effective accountability of resources at all jurisdictional levels and within individual functional areas during event operations is essential. Adherence to the following ICS principles and processes helps to ensure accountability:

- Resource check-in/check-out procedures
- Incident action planning
- Unity of command
- Personal responsibility
- Span of control
- Resource tracking

(Accountability section)

Five Major Management Functions

Guidance from FEMA (2013e) states:

There are five major management functions that are the foundation upon which an incident management organization develops. These functions apply to incidents of all sizes and types, including special events and emergencies that occur without warning.

Below is a brief description of the major incident management functions:

- *Incident Command*: sets the incident objectives, strategies, and priorities and has overall responsibility for the incident

- *Operations*: conducts operations to reach the incident objectives. Establishes tactics and directs all operational resources
- *Planning*: supports the incident action planning process by tracking resources, collecting/analyzing information, and maintaining documentation
- *Logistics*: arranges for resources and needed services to support achievement of the incident objectives
- *Finance and Administration*: monitors costs related to the incident. Provides accounting, procurement, time recording, and cost analyses

(Five Major Management Functions section)

ICS Organization

"In a special event, the Incident Commander may delegate any of the ICS features by establishing Operations, Planning, Logistics, and Finance/Administration Sections" (FEMA, 2013e).

Incident Commander Responsibilities

According to FEMA (2013e):

The Incident Commander has overall responsibility for managing the entire incident. The Incident Command is responsible for:

- Ensuring overall safety of the special event
- Providing information services to internal and external stakeholders, such as the public, government partners, industry representatives, and other leaders
- Establishing and maintaining liaison with other agencies participating in the incident

The Incident Commander may appoint one or more Deputies. The Deputy Incident Commanders must be as qualified as the Incident Commander. (Incident Commander Responsibilities section)

Expanding the Organization

Per FEMA (2013e), "As the complexity of a special event increases, the Incident Commander may delegate authority for performance of certain activities to the Command Staff and the General Staff. The Incident Commander will add positions only as needed" (Expanding the Organization section).

Command Staff

FEMA (2013e) recommends the following:

Depending upon the size and type of special event, the Incident Commander may designate personnel to provide information, safety, and liaison services. In ICS, the following personnel could make up the Command Staff:

- Public Information Officer (PIO) serves as the conduit for information to internal and external stakeholders; including the media, stakeholders, and the public
- Safety Officer monitors safety conditions and develops measures for ensuring the safety of all event personnel
- Liaison Officer serves as the primary contact for other agencies assisting at a special event
- Intelligence Officer serves to monitor for issues that may impact the event. The monitoring starts before the event
- The Command Staff reports directly to the Incident Commander

(Command Staff section)

Developing the Initial ICS Organization

According to FEMA (2013e):

The type, location, size, and expected duration of the event are key factors in developing the initial ICS organization. Answering the questions below will help event planners develop an organizational structure to meet the management needs of the event:

- Does the event involve a single agency or multiple agencies?
- Does the event involve a single jurisdiction or multiple jurisdictions?
- What Command Staff needs exist?
- The event requires what kinds, types, and amounts of resources?
- Are there any projected aviation operations?
- Where are any Staging Areas or other required facilities?
- What kind and type of logistical support needs are required by the event?
- Are there any known limitations or restrictions of local resources?
- What kind and type of communications resources are available?

(Developing the Initial ICS Organization section)

The following subtopics are guidance from FEMA (2013e) on communication, information collection, and dissemination, to be used for special events:

Public Information Principles

Systems and protocols for communicating timely and accurate information to the public are critical during large-scale special events or emergency situations. Public information must be coordinated and integrated across:

- Jurisdictions
- Functional agencies
- Federal, State, tribal, and local partners
- Private-sector and non-governmental organizations
- The promoter or sponsor
- Social Media

During special events or emergencies, the public may receive information from a variety of sources. The Public Information Officer (PIO) is responsible for establishing the systems and protocols required to meet the public's need for information. (Public Information Principles section)

Public Information Systems

The PIO handles:

- Media and public inquiries
- Emergency public information and warnings
- Rumor monitoring and response
- Media monitoring and other functions required to coordinate, clear with appropriate authorities, and disseminate accurate and timely information related to the event or incident.

The PIO also coordinates public information at or near the incident site and serves as the on-scene link to the Joint Information Center (JIC), if a JIC has been established. (Public Information Systems section)

Joint Information System

The Joint Information System (JIS):

- Provides the mechanism to organize, integrate, and coordinate information to ensure timely, accurate, accessible, and consistent messaging across multiple jurisdictions and/or disciplines with non-governmental organizations and the private sector

- Includes the plans, protocols, procedures, and structures used to provide public information Federal, State, tribal, territorial, regional, or local Public Information Officers and established Joint Information Centers (JICs) are critical supporting elements of the JIS. (Joint Information System section)

Joint Information Center

The Joint Information Center (JIC) is:

- A central location that facilitates operation of the Joint Information System
 - A location where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions
- JICs may be established at various levels of government or at incident sites or can be components of Multiagency Coordination Systems (e.g. MAC Groups or EOCs). A single JIC location is preferable, but the system is flexible and adaptable enough to accommodate virtual or multiple JIC locations, as required. (Joint Information Center section)

Emergency Operations Centers and “Special Events”

The Emergency Operations Center (EOC) supports field operations. For special events, there needs to be a determination as to the support, if any, that will be provided by the EOC. In many situations, the choice is to not activate the EOC but to have EOC personnel ready to activate if needed. This decision would be determined by the nature of the special event and the potential of something happening that would overwhelm the command post.

Special Event – Standard Operating Guidelines (SOGs)

Event Cancellation

As recommended by FEMA (2013d) the following shall be taken into consideration for cancellation or postponement of an incident:

Event Cancellation or Postponement

From time to time, an event may need to be canceled, postponed, or interrupted. If a crowd has already gathered, these actions have the potential to create dangerous crowd reactions.

Be sure to have plans in place to manage an angry crowd appropriately and to address the possible readmission of patrons to the venue. (Event Cancellation or Postponement)

Authority to Cancel or Postpone

A primary consideration is who has the authority to cancel or postpone an event. This authority must be incorporated in either the "Concept of Operations" section of the Emergency Response Plan. During the planning process, the promoter and the planning team must discuss:

- Who has the authority to cancel or postpone an event?
- When and under what conditions the event can be postponed or canceled?

These decisions must be made before the event begins, and everyone must know who has what authority. The Incident Command System (ICS) helps ensure chain of command, communications, and proper approving authority. (Authority to Cancel or Postpone section)

If in the view of Public Safety, the situation is such that the event should be postponed or canceled to preserve life safety or to allow handling of a developing situation, Law Enforcement command, Fire/EMS command or Emergency Management command have the authority to unilaterally postpone or cancel the event, in addition to activating shelter or evacuation plans.

In addition, provision must be made for public safety command to be able to terminate the event unilaterally. A statement similar to the following must be included as part of the document. The statement belongs in the “*Concept of Operations*” or “*Delegation of Authority*” sections of the Emergency Response Plan.

Safety Issues According to FEMA (2013b)

Spectator safety is a paramount issue during any special event. Safety issues may include consideration of:

- [Personal safety]
- Structures (e.g., stages and platforms, temporary structures, and load capacities)
- Audience safety (e.g., seating, public health, medical care)
- [Food and water safety (e.g., food protection, sources, and preparation, in addition to employee health & Hygiene)]

- Fire safety
- [Weather]

(Safety Issues section)

Personal Safety

The safety of staff and the public is an important consideration. Inspectors must be aware of occupational health and safety standards, including those related to:

- Loose power leads
- Trip hazards
- Inadequate refuse disposal
- Inappropriate positioning of equipment
- Poor ventilation and extreme temperatures in the work environment
- Poorly stacked supplies
- Unguarded equipment

(Personal Safety section)

Structural Safety

One area of great concern is the physical setup of the event. The planning team must consider:

- The performance facilities that are needed
- The special structures that are needed for indoor or outdoor events
- Whether temporary structures can be used

Remember that all structures, both temporary and permanent, must comply with local building codes. (Structural Safety section)

Wind ratings for all structures, ***as installed***, must be adequate to safely handle anticipated severe weather conditions, beyond those that would initiate event evacuation.

Stages and Platforms

Guidance from FEMA (2013d) states:

The type of event and its site affect the types of performance equipment to be used and, thus, the requirements for stages or platforms. Qualified inspectors should inspect stages and/or platforms to ensure that the stage is appropriate and adequate for the event. (Stages and Platforms section, para.

1)

Expected crowd behavior is a main factor in determining stage configuration. For example, classical music performances usually attract a mature, orderly audience. Teenage fans at a rock concert have been known to storm the stage to touch their idols. Event planners should understand and anticipate the characteristics of the audience that each event will attract.

(Stages and Platforms section, para. 2)

Temporary Structures

Many events require easily constructed temporary structures.

Examples of temporary structures include:

- The stage platform
- Towers to house speakers and lighting
- Temporary seating
- Dance and viewing platforms
- Roofs, towers, and masts
- Marquees and large tents
- Decorative items, such as archways, signs, and sideshows

A building codes inspector should supervise the erection of temporary structures and ensure that they conform to building and engineering specifications.

(Temporary Structures section)

All stages and platforms must conform to the appropriate building codes (FEMA, 2013d, Stages section, para 3)

Food and Water Safety

According to FEMA (2013d), “Food and water safety is critical to public health planning. Food-handling personnel must follow proper sanitary practices for storage, preparation, and distribution or food may become contaminated.” (Food Safety section, para. 1). Source, distribution methods, and storage of water may require pre-event testing.

Per FEMA (2013d), “To ensure that safety standards are met and maintained, a health officer should assess food service proposals during the planning stage. The officer should follow this assessment with a pre-event audit and periodic monitoring of food safety throughout the event” (Food Safety Section, para. 2). Licensure inspections will verify the proper setup, while real-time operational inspections will communicate issues to the organizer and identify violations that need to be corrected on-site.

Monitoring Health Risks

FEMA (2013d) provides the following, on monitoring health risks:

First aid stations and security personnel can provide information to help assess health and safety risks. First aid posts can identify gastrointestinal illnesses and will notify the event commander and public health of such. First aid stations can also maintain records of injuries, incidents involving watercourses, and alcohol and drug issues. (Monitoring Health Risks section)

Security agencies can provide information on safety hazards, alcohol, and drug-related issues. If any unusual patterns are noticed by first aid posts, they should notify command.

Fire Safety

Guidance from FEMA (2013d) states:

All states and territories have legislation governing fire safety. The local fire authority should monitor fire prevention and preparedness plans to ensure that measures taken comply with local fire safety codes. Other steps that should be taken to ensure safety from fires include:

- On-site inspections before the event to note and correct deficiencies.

- Meetings with organizers to consider and resolve potential fire hazards.
- Designing the site to mitigate fire hazards (for example, clear storage areas, no open flames, control of pyrotechnics, etc.).

(Fire Safety section)

Security Concerns

The following subsections on security concerns provide concise instruction from FEMA (2013d):

Security at special events has become more critical in the aftermath of the terrorist attacks of September 11, 2001. Event organizers must decide what type of security to provide and the scope of the security services' jurisdiction. Providing security services is vital to public safety. There are three types of security that should be considered for large public events:

- Peer / Volunteer security
- Private uniformed security guards
- Uniformed police officers

(Security Concerns section)

Peer / Volunteer Security

According to FEMA (2013d):

Peer/volunteer security personnel are found typically in events with a youthful demographic. They are the approximate age of the guests, have a less confrontational demeanor, which allows them to build rapport with guests. They are typically identified by a bright colored shirt identifying them as security. They do not fill a police role. They do not carry weapons. They are there to observe crowd activities, and offer assistance to patrons when needed, troubleshoot, and allow for an orderly crowd flow. (Peer Security section)

Private Uniformed Security Guards

According to FEMA (2013d):

Private uniformed security guards are well-suited to events such as religious rallies, charitable dinners, and art shows. At events attracting more youthful crowds, uniformed security guards are more beneficial in non-confrontational roles, such as taking tickets and parking cars. (Private Uniformed Security Guards section, para1)

Any private uniformed security personnel must comply with all local and state statutes and regulations regarding the carrying of weapons. They must also comply with all other local, state and federal laws and regulations that apply to "non-sworn" police personnel.

Event planners should ensure that personnel are recruited from reputable sources with appropriately trained personnel. Planners should discuss special requirements for the event with the security firm. (Private Uniformed Security Guards section, para 1)

Uniformed Police Officers

According to FEMA (2013d):

At some events, such as those that attract crowds who historically have experienced violence as part of the event "culture," nothing short of a uniformed police officer can dissuade the potentially violent attendees. At other events, such as rock concerts, groups typically enter in a peaceful frame of mind but may be induced to rowdiness by alcohol or other catalysts.

The composition of security services will vary according to the event. One type of security, or a combination of the three types, may best serve specific events or venues. (Uniformed Police Officers Section)

Security Roles and Responsibilities

According to FEMA (2013d), “Regardless of the security implemented, planners should establish roles and responsibilities for security personnel prior to the event. Decisions and actions taken by security personnel may affect the way emergency services and health personnel respond to an emergency” (Security Roles and Responsibilities section).

Pre-Event Briefing of Security Personnel

According to FEMA (2013d):

To enable security personnel to perform effectively, they should be briefed prior to the event. The pre-event briefing should cover:

- Details of the venue, including entrances, exits, medical aid locations, and potential hazards
- Clear direction on unacceptable behavior
- Basic information about the event
- Details of emergency and evacuation plans
- Instructions for operation, deactivation, and isolation of onsite emergency equipment
- Details of the incident communications plan

(Pre-Event Briefing of Security Personnel section)

Traffic Concerns

Traffic and Transportation Issues

According to FEMA (2013d):

Transportation presents one of the first impressions attendees have about an event’s organization. Sitting in a line of cars for hours on the highway will undoubtedly create a negative impression. Planners should ensure that the community—and surrounding communities—are aware of the potential impact that an event will have on traffic. Planners should assign a traffic management group to plan for traffic well in advance of the event. The group should use the local media to inform residents of the impact that an event will have on their mobility. (Traffic and Transportation Issues section)

Regulatory Compliance

According to FEMA (2013d), “Traffic management must comply with all local traffic ordinances and the State Vehicle Code” (Regulatory Compliance section).

Emergency Access

Recommendations from FEMA (2013d) include:

Traffic planners must also consider possible emergency needs at an event. Planning should include emergency ingress and egress routes as well as:

- Emergency routes from the event site to the nearest hospital
- Potential landing sites for helicopters
- Fire department aerial apparatus access to elevated carnival rides

(Emergency Access section)

Use of the Media

According to FEMA (2013d):

“Using local radio stations or a specially designated frequency to broadcast travel information and instructions on the day of the event can help to lower motorist frustration” (Use of the Media section, para 1).

“Broadcasting is also a good way for event staff to provide patrons with guidance and safety messages prior to their arrival. Finally, consider establishing a website to post updates or social media technology to communicate text messages” (Use of the Media section, para 2).

Traffic Monitoring

As recommended by FEMA (2013d):

“Traffic monitoring should be carried out by periodic radio contact with ground personnel and by surveillance from aerial observation platforms. Other ways to monitor traffic include:

- Fixed-wing aircraft
- Helicopters
- Stationary, closed-circuit TV cameras”

(Traffic Monitoring section)

Other Transportation-Related Issues

FEMA (2013d) recommends the following:

Other transportation-related issues that should be considered by event planners include:

- The towing policy for restricted parking areas
- The towing policy for disabled vehicles
- Vehicle pre-screening for vendors and event vehicles
- Parking and parking control
- Auxiliary parking lots and shuttles
- Accessibility for persons with disabilities

Event planners should work closely with the promoter and public safety personnel to ensure that all transportation-related concerns are identified and addressed.

(Other Transportation-Related Issues section)

Other Special Operational Considerations

Other Special Operational Considerations

According to FEMA (2013d):

High-profile or controversial events may bring special risks. These risks may be associated with:

- Special security events, for example, Presidential visits
- Bowl games or conventions
- National Special Security Events (NSSEs), such as the Super Bowl or national political Conventions
- High-profile events that present a risk of terrorist attack

Planners must identify whether planned events fit any of these categories. If so, special planning will be required including, perhaps, assistance from state, tribal, and/or federal agencies. (Other Special Operational Considerations section)

Hazards

Weather

People attending an outdoor venue are vulnerable to the effects of severe weather, including but not limited to high winds, hail, heavy rain, flooding, lightning, and tornadoes. Many times, an attendee will not hear warnings provided via cell phone and may not have the available resource of a severe weather alert radio. These populations are dependent on the event organizers and the command post of the event to provide a timely notice of severe weather or other impending dangers.

The National Weather Service provides guidance on lightning safety and severe weather precautions at large venues and recommends actions to be taken. They also provide pre-scripted severe weather public announcements in addition to severe weather advisories, watches, and warnings. Unfortunately, many people are killed and injured each year during outdoor events due to severe weather, and in many cases, this could have been avoided.

The National Weather Service has two toolkits available that can assist in the development of a weather plan, both of which are included in the supplied reference material. These documents are:

- Lightning Safety: Outdoor Community Preparedness Tool Kit

http://www.lightningsafety.noaa.gov/toolkits/Lightning_Safety_Com_toolkit.pdf

- Lightning Safety Tool Kit for Outdoor Venues

www.lightningsafety.noaa.gov/resources/large_venue.pdf

Per the National Oceanic Atmospheric Administration (NOAA) and the National Weather Service (NWS) guidelines (2018), all outdoor personnel should be indoors before lightning is within 8 miles of the venue. For event planners, the primary concern is the length of time before the weather begins to impact the event, not the distance. If it takes 30 minutes to evacuate and shelter a venue, the evacuation should start more than 30 minutes prior to the anticipated arrival of the bad weather. This lead time will depend on the movement direction and speed of the weather. (National Oceanic Atmospheric Administration (NOAA) & National Weather Service (NWS), 2018, p.3)

*Tents are not a shelter
for wind, lightning or
any severe weather
event!*

Note: It is essential to determine if the event venue has a lightning detection system. If a lightning detection system is present, it should be determined what the venue guidelines are for the use of the lightning detector. The venue may have lightning detector protocols that must be followed in any event weather plan.

Per NOAA and NWS (2018), it should be noted that there are two types of lightning detectors. One is a lightning "predictor" Radio Frequency (RF) detector, the other type detects both RF and light pulses. It is also important to note there may be a significant number of false positives with the RF only type of sensor (NOAA & NWS, 2018, p.1).

The National Weather Service has developed a tutorial covering the functions of how to be a weather watcher.

National Weather Service – [Overview video](#)
[Illinois Weather Watcher Tool Kit](#)
[Indiana Weather Watcher Tool Kit](#)

There should be a trained weather watcher⁴ as part of the event's public safety staff. Per NOAA and NWS (2018), the responsibility of this person is to be aware of forecast weather conditions and have access to multiple sources of current weather information. During the event, the Weather Watcher's sole function is to monitor the weather, and have direct contact with the command staff (NOAA & NWS, 2018, p.2).

If the local municipality or county is not currently "Storm Ready"⁵, it is recommended for government agencies to become NWS "Storm Ready". Being "Storm Ready" would put in place many of the weather-related notifications and tools that will be necessary for special events.

National Weather Service Notices

The National Weather Service issues notices about upcoming and current weather conditions. The following three types of notifications are of potential interest during an event:

Special Weather Statement: this indicates a less than severe weather situation that is occurring or will shortly occur. Many of these advisories are for weather conditions that would frequently lead to some type of sheltering at an outdoor event. The local NWS Office usually issues the special weather statement. This type of advisory is typically very specific and normally short-in-duration. This can be thought of as a warning for a non-severe weather situation.

The "Special Weather Statement" could be a warning of a sub-severe line of thunderstorms with moderate winds that are heading to the venue. If lightning accompanies these storms, event command needs to be ready to take immediate action. As mentioned earlier, the primary concern during an event is likely to be sub-severe weather, so Special Weather Statements are important.

Further, the NOAA & NWS (2018) provide guidance on weather notices, see below:

Severe Weather Watch: a watch indicates that conditions are favorable for severe weather to develop. The weather observer must communicate this information to incident command. Vital information to be shared will include the threats with the watch and the time it is in effect. (p. 4)

According to WeatherSTEM (2016) watches are issued for large areas and usually for an extended period of time. Watches are normally issued from the "Storm Prediction Center (SPC) in Norman, Oklahoma." (slide 5)

Severe Weather Warning: a warning means that severe weather has been detected and may be imminent in the locale. The [Weather Watcher] will communicate this information to incident command, indicating that the thunderstorm may be imminent. Vital information to be shared will include the threats with the storms and the time that the warning is in effect until. If the threat is imminent, an evacuation of the venue will take place. *Note:* When a warning comes out, the event should already be in evacuation and shelter mode. Warnings are not issued for all thunderstorms and may not provide enough lead time to evacuate your event. (pg. 4)

According to WeatherSTEM (2016), "Warnings are issued by the local NWS Office." (slide 5)

⁴ Per ICS; the Weather Watcher is a Technical Specialist reporting to the Situation Unit Leader who reports to the Planning Section Chief.

⁵ For further information on becoming a Storm Ready agency, follow the link: <http://www.stormready.noaa.gov/>

A weather response may be required at three different times during an event. The response during each of these times may be handled differently depending on the situation. These response times are:

1. *Before the event opens/after it closes:* Because fewer people may be involved, the timings may also be shortened, and shelter requirements are smaller. Any response prior to opening should include the consideration of delaying the event opening.
2. *During the event:* This is the time with the highest risk and requires the longest lead times until the weather situation has passed and the aftereffects cleaned up. As part of this type of response, early closing or suspension of the event must be considered.
3. *Pop Up weather:* This is the type of weather that causes indigestion in a command staff. You may get 10 minutes of warning before the arrival of the weather. This is not enough time to evacuate or shelter people. The weather may last 10-15 minutes total. This type of weather situation is very difficult to anticipate and is typically not very severe.

The following three-step evacuation/shelter decision guide should be utilized before severe weather has affected your event.

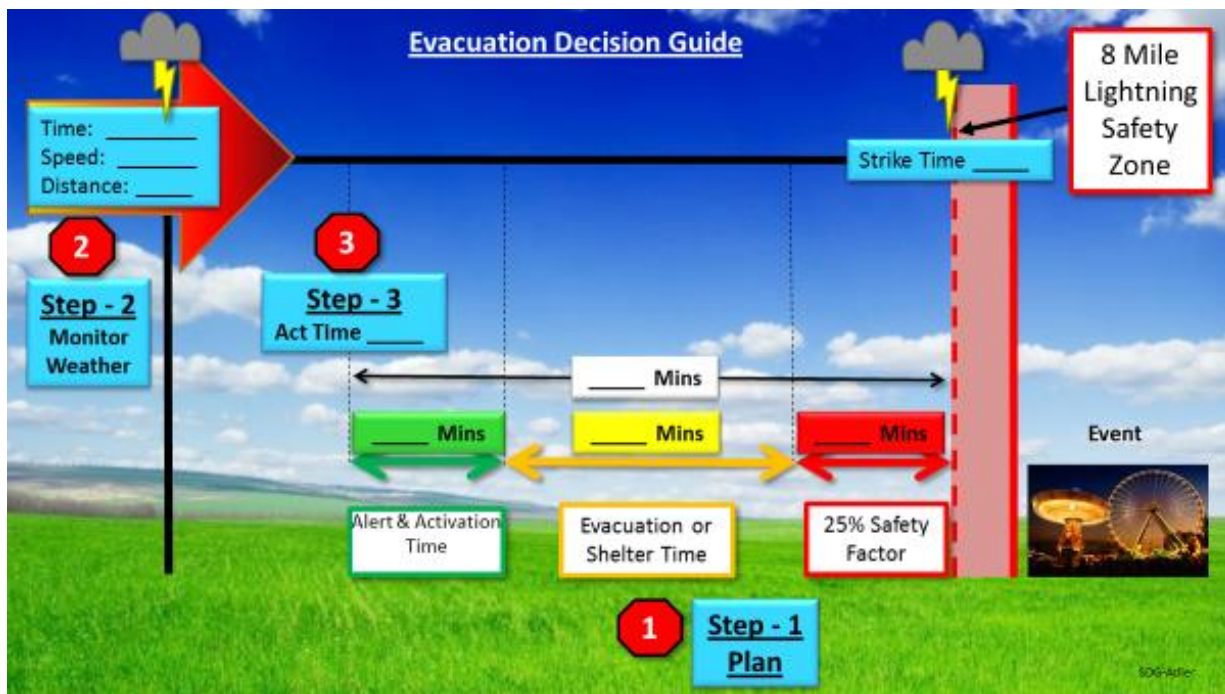


Figure 2. The Event Ready 3-Step Evacuation Decision Guide used for event planning which may be printed and displayed during events within the Incident Command Post or Emergency Operations Center. (Adler, D., 2017, February 17)

A standard set of weather-related public safety announcements (PSA) should be pre-scripted. These announcements could be made during weather situations. These PSAs should be provided to people that are designated to make the announcements as part of the event setup. For example, if there are message boards available prior to the event opening, provide and utilize public safety messages. Preloading these messages will facilitate quicker dissemination of potentially life-saving directions.

Heat

The National Weather Service may issue an "Excessive Heat Outlook," "Excessive Heat Advisory," "Excessive Heat Watch" or "Excessive Heat Warning" to inform about dangerous heat weather potential. Check with your local National Weather Service for specific heat temperature parameters for your location. The following definitions are provided by the US Department of Commerce, NOAA, & NWS, (2018):

Excessive Heat Warning—Take Action! An Excessive Heat Warning is issued within 12 hours of the onset of extremely dangerous heat conditions. The general rule of thumb for this Warning is when the maximum heat index temperature is expected to be 105° or higher for at least 2 days and nighttime air temperatures will not drop below 75°; however, these criteria vary across the country.

Excessive Heat Watches—Be Prepared! Heat watches are issued when conditions are favorable for an excessive heat event in the next 24 to 72 hours. A Watch is used when the risk of a heat wave has increased but its occurrence and timing is still uncertain.

Heat Advisory—Take Action! A Heat Advisory is issued within 12 hours of the onset of extremely dangerous heat conditions. The general rule of thumb for this Advisory is when the maximum heat index temperature is expected to be 100° or higher for at least 2 days and nighttime air temperatures will not drop below 75°; however, these criteria vary across the country.

Excessive Heat Outlooks are issued when the potential exists for an excessive heat event in the next 3-7 days. An Outlook provides information to those who need considerable lead-time to prepare for the event. (US Department of Commerce et al., 2018)

Depending on the NWS message, the event should be prepared for some or all of the following:

- Close the event, if conditions are extreme and generally unsafe
- Consider limiting some activities
- Airconditioned buildings open
- Misting stations setup or the number expanded
- Announcements made to limit physical exertion and maintain hydration.
- Public announcements about the heat-related conditions and advise of mitigation options
- Make sure that First Aid and EMS resources are available

***Check with your local
National Weather
Service office for
specific heat warning
and advisory criteria.***

Crowds

Effective crowd management is required to manage the people attending an event safely. Event decision involving capacity decisions should be made in reference to the National Fire Protection Association (2017) and the International Code Council (2016).

Some of the crowd-related topics that should be considered include:

- Venue capacity
- Crowd compression
- Crowd dynamics
- How to control the entry of attendees

- Public Safety Announcements
- Access within the venue
- Entry and egress to the venue
- Event transportation

Many of the following topics are covered in the FEMA Independent Study Class IS-15b [Special Events Contingency Planning for Public Safety Agencies](#)

Crowd Dynamics

The nature of the crowd should be considered in the planning process. The nature of a classical music concert crowd will be very different than a heavy metal concert with performers and attendees known to tend towards violence and drug use (Federal Emergency Management Agency, 2013b, Stages and Platforms section).

Venue Capacity

The National Fire Protection Association (2017) provides crowd manager guidelines for venue capacity, based on population counts. One crowd manager is needed for every 250 people within the venue (National Fire Protection Association, 2017). If there is a stage as part of the event, consider only the parts of the venue that have a sight line to the stage in the capacity calculations.

Crowd Compression

Crowd compression occurs when more people squeeze into the same space. If crowd compression results in a potentially unsafe situation, provisions need to be made to reduce the crowd density.

Increased crowd compression could also increase the possibility of conflict between attendees. This needs to be considered when planning security and law enforcement staffing.

Crowd compression may cause access routes within the venue to be blocked for emergency access. This limits public safety access within the crowd including medic access to distressed people.

The level of alcohol consumption by the attendees will affect how the crowd will act and react to changes and must be considered in planning.

How to control the entry of attendees

If the venue is getting close to full capacity, a decision may be made to slow the entry of attendees. Depending on the venue there may be several different ways to accomplish this and must be considered as part of the event planning.

Public Safety Announcements

Announcements may need to be made to the event attendees and staff during the course of the event. These announcements may be for several reasons including weather alerts, changes to the venue, evacuation and procedure changes.

These announcements can be made in several different ways, including PA systems, signage, video boards and person to person social media. The available options should be explored as part of the planning process. Methods for announcements must be defined and implemented.

Access Within the Venue

Access to all locations within the venue must be maintained for medical and law enforcement personnel for the duration of the event. According to the International Code Council (2016) access lanes must be defined and kept open during the event for this purpose (International Code Council, 2016, 403.2.1 Seating Plan section).

Entry and Egress to the Venue

Many questions regarding entry/egress need to be addressed, such as: What are the ways that people enter and leave the event venue? Are these all safe? Are accommodations needed? Can the entry points be kept secure? Are emergency escapes needed, if so where may they be placed? How will the Americans with Disabilities Act (ADA) requirements be satisfied?

How may the integrity of the safety of the venue be handled? Are accommodations needed to maintain site security?

Event Transportation

This is related to entry and egress to the venue. How are attendees coming to the venue? If they are driving, where are they parking? How are they getting from the parking area to the venue? How/where are ADA needs to be met? Is transportation needed to move people within the venue and/or to and from the parking area?

If attendees are bussed in from remote areas, is surveillance needed in the remote areas? Who has the responsibility for the remote parking area?

If buses are used to move people from remote parking areas, consider making arrangements with the transportation company(s) for changing the schedule to manage crowd arrival. Also, work with the transportation company(s) to define procedures to move people back to the parking areas quickly when evacuating the venue.

Make sure that all the pickup and drop off points and schedules are known, signed and published for all bus routes.

Stage Acts

Do any of the stage acts have a history of gangs, violence, or drugs?

Check with the gang unit at the county or state to see if they are aware of any issues with a specific group. Some performing stage acts have a reputation for gangs, and the gang units will provide specific information on that stage act. This must be included in the planning for the event.

Do any of the stage acts have a reputation of odd behavior? Some examples of this would be jumping off the stage, throwing objects into the audience or encouraging the audience to take risky or dangerous actions. Be sure to consider this in your planning.

Traffic

There are two parts to traffic as a hazard. First, pedestrians and vehicles interfering with each other and second, the general flow of traffic.

Traffic control will be needed if pedestrian walk across paths with the flow of traffic. This can exist where pedestrian pathways cross a street or traffic flow in and out of parking. These crossings may need to be managed.

The general flow of traffic needs to be smooth without disruption to help minimize conflicts. Part of the traffic flow design must take staging plans into consideration, so that patrons may exit unimpeded from the venue while emergency responders are arriving. This may be difficult in some locations. If there are surface railroad crossings, the safety of these crossings needs to be included in planning. Learning the railroad schedule, especially if there is a parade or run crossing the railroad tracks, may help to determine minor changes necessary to the event schedule to improve safety at the railroad crossings.

Evacuation and Sheltering

Shelter and evacuation routes should be clearly identified and designed not to interfere with public safety staging plans. Predefined triggers to activate shelters and/or evacuate/close the venue should be developed and approved by all stakeholders before the event.

Important questions to consider are: What is the safest and most effective way to get people out of the event venue? How long would it take? What are possible obstacles to complete evacuation? Understanding the potential reasons for evacuation of the venue, is there a need to evacuate the entire site or only part of the venue?

What level of sheltering is possible on-site or nearest to the location? What is the capacity of the shelters? What accommodations are available in the shelters? If shelters are open, how would attendees gain access to the shelter? Who has access to the shelter? Who is responsible for cleanup of the shelter? Can all ADA needs be met at the shelter(s)?

Accident or injured people

It is assumed that any EMS response will be handled based on local protocols. The answer to the EMS situation should be defined for each of the different reporting roles.

Altercation or Fight

It is assumed that normal law enforcement protocol will be followed with an emphasis on protecting other participants. The desired response to the situation will be different for each of the reporting roles.

Fire or Rescue

It is assumed that any fire response will be handled based on local protocols. The response to the fire situation should be defined for each of the different reporting roles. A separate EMS and/or fire protocol or plan will be needed to address any special issues such as lack of hydrants, ambulance routes, etc.

For information regarding unattended/suspicious items, and Terrorist Activities related to special events, contact your local Federal Bureau of Investigation Office.

Unattended / Suspicious Object or Person

This should be handled within the local protocol. Make sure public safety personnel understands the distinction between the terms unattended and suspicious. The protocol must include escalation beyond the local agency. The desired response to the situation will be different for each of the reporting roles.

Bomb Threat

This should be handled within local protocols. Getting the information to the proper people as quickly as possible is critical. The desired response to the situation will be different for each of the reporting roles. Consider prestaging for an explosion if the threat is considered credible. Also consider evacuation.

Mass Poisoning

The local Public Health Department should be included in the special event planning process. Large gatherings present special challenges for preventing harm to participants, spectators, and event staff. Familiarity with the event stakeholders and knowledge of potential and actual public health issues present a common challenge.

The desired response to the situation will be different for each of the reporting roles. The important item is to collect as much information about the situation as possible. It is probable that the EMS response will be treated as a Mass Casualty Incident. This type of situation may require a response from the Public Health Department and may be considered a crime scene.

Structure Collapse

A procedure for a collapse response needs to be defined to allow integration of the outside response. Probably the initial response will be handled by fire along with a related EMS response and a complete or partial evacuation. The desired response to the situation will be different for each of the reporting people roles.

Hazardous Material

A procedure for this response needs to be defined to allow integration of the outside response. Fire will handle the initial response. Probably there will be a related EMS response and a complete or partial evacuation. The desired response to the situation will be different for each of the people reporting roles.

Lost Child / Lost Parent

According to FEMA (2013d):

Depending on the size and nature of the event and the number of spectators, children may become separated from their adult supervisors. Planners should designate a place for lost children to be reunited with their adult companions and develop a way to allow information to be disseminated quickly and accurately. (Providing Lost-Child and "Meet Me" Locations, para 1)

According to FEMA (2013d), "one useful way of handling lost children is to provide "meet me" locations. These are well-marked, designated locations throughout the site. Patrons can plan to meet at these locations if they become separated" (FEMA, 2013d, Providing Lost Child and "Meet Me" Locations, para 2). Possible locations for "meet me" sites could be at or near first aid Stations, lost and found stations, information kiosks, or near the command post.

Define the procedure by which announcements of lost people will be handled. Define the repatriation protocol. Consider how to handle non-minor children. What announcement is made when repatriation has occurred? The desired response to the situation will be different for each of the reporting people roles. You could use the Disneyland guidelines as an example.⁶

⁶ To view the Disneyland Lost Child Guidelines follow these links - <http://mickeyvisit.com/disneyland-lost-children/> and <https://disneyworld.disney.go.com/guest-services/child-care-services/>

Something else to consider would be to have the parents take a picture of the child as they enter the venue. If a height scale were available as a picture background, the child's height would also be known. That way they will know what the child is wearing that day and can show officials the picture.

Lost and Found

The location of the event Lost and Found needs to be widely distributed. How to handle lost items needs to be specified along with how people may reclaim their items. Do you want to treat "valuable" items different? Consider how items may be reclaimed after the event. The desired response to the situation will be different for each of the people reporting roles.

Planning Considerations for "High Risk" Events

Per FEMA (2013a) this section, "will introduce the special planning considerations that are required when hosting high-risk special events. Objectives include identifying events that are high risk, and the special planning considerations for those events" (FEMA, 2013a, Lesson Overview section).

High-Risk Events

FEMA (2013b) states:

Some events pose more risk than others and may require special planning well in advance of the event. Promoters and sponsors are generally aware of the types of risk involved. Planners should work with the promoter or sponsor to ensure that the jurisdiction is prepared to respond appropriately to the hazards presented by the event. This is a list of some potentially high-risk events:

- Powerboat Races and Similar Aquatic Events
- Automobile and Similar Races
- Automobile and Similar Races—Pit Areas
- Air Shows and Displays
- Air Shows and Displays—Parachute Jumps
- Air Shows and Displays—Fire Suppression Requirements
- Fireworks and Pyrotechnics Displays
- Fireworks and Pyrotechnics Displays—Launch Site Placement
- Laser Displays

(High-Risk Events section)

Event Plans

The event should have plans and documents in addition to the Emergency Response Plan. These include the Emergency Operations Plan, Incident Action Plan, Situational Reports and pocket guides. Each document addresses a specific need.

Special Event – Emergency Operations Plan (EOP)

Your Special Event – Emergency Operations Plan (EOP) should include the following:

- Cover Sheet
- Plan approval signature page
- Document Revision page
- Concept of Operations
- Delegation of Authority
- Continuity of Operations
- Response Triggers/Procedures

- Attachments

Cover sheet

The cover sheet is used to identify the event and the time frame that the EOP addresses. The EOP should remain the same for multi-day events. Frequently, an optional graphic representing the event logo or something similar is used. On the cover should be a release date for the EOP package, this is the date on which the EOP package, including the EOP text and all attachments is to be released. In addition, each document or attachment should be labeled with their own revision dates.

Plan Approval/Signature Page

The plan approval page should include each agency involved in the event, with their highest-ranking officer sign and date they approve the plan. Distribution of the Emergency Response Plan with the completed signature page is of paramount importance.

Document Revision Page

This sheet shows revisions to the document. This page indicates any revision date(s) and an explanation of the nature of the changes and references where the change occurs. When changes are made to the document, the revision date in the document header or footer must be changed.

Concept of Operations

The Concept of Operations describes each function of the special event and which agency is responsible.

Delegation of Authority

As stated in the Incident Command Structure class 200.b, from FEMA (2013c):

The process of granting authority to carry out specific functions is called the delegation of authority.

- Grants authority to carry out specific functions
- Is issued by the Elected Official, Chief Executive Officer, or agency Administrator in writing or verbally
- Allows the Incident Commander to assume command
- Does **not** relieve the granting authority of the ultimate responsibility for the incident

Ideally, this authority will be granted in writing. Whether it is granted in writing or verbally, the authority granted remains with the Incident Commander until such a time as the incident is terminated, or a relief shift Incident Commander is appointed, or the Incident Commander is relieved of his or her duties for just cause. (Delegation of Authority section)

Continuity of Operations

According to FEMA (2013c):

This section describes the general command response to an incident escalation in the event, with who takes command, is the EOC activated, is the command post relocated, etc. As in an initial incident, a size-up is done to set the immediate incident objectives for the incident escalation. Command must be established and size up the situation by determining:

- Nature and magnitude of the incident
- Hazards and safety concerns
 - Hazards facing response personnel and the public
 - Evacuation and warnings
 - Injuries and casualties
 - Need to secure and isolate the area

- Initial priorities and immediate resource requirements
- Location of Incident Command Post and Staging Area
- Entrance and exit routes for responders

(Initial Response: Conduct a Size-Up)

Response Procedures – Handling of Hazards

How will an occurrence of each of the identified hazards be handled? Who is the lead agency for the response? This section contains a discussion of each hazard and the proposed response. There may be additional information provided for some hazards.

Attachments

There may be additional information such as box cards, staging maps, etc. attached to the Special Event SOGs document.

Developing Contingency Plans

According to FEMA (2013b):

Not every event runs as planned. Often, incidents beyond the control of the planning team occur. You should develop contingency plans for at least every high-risk, high-impact incident. When developing contingency plans, be sure to consult with all parties who may respond to an emergency situation” to ensure full coverage for the contingency plan. (FEMA, 2013b, Developing Contingency Plans section)

Incident Action Plans (IAP)

Per the FEMA (2013e) an incident action plan (IAP) formally documents incident goals, operational period objectives, and the response strategy defined by incident command during response planning (Federal Emergency Management Agency, 2013e). It contains general tactics to achieve goals and objectives within the overall strategy while providing important information on event and response parameters. Equally important, the IAP facilitates dissemination of critical information about the status of response assets themselves. Since incident parameters evolve, incident action plans must be revised on a regular basis (at least once per operational period) to maintain consistent, up-to-date guidance across the system. The incident action plan should answer the following questions:

- What do we need to do?
- When do we need to do it?
- Who is going to do it?
- What resources do we need?
- How are we going to talk to each other?
- What do we do if something happens?
- Expand and contract with the event size and scope

Generally, the special event IAP should, at the minimum, include the following ICS forms:

- [ICS-202 – Incident Objectives](#)
- [ICS-203 – Organization Assignment list](#)
- [ICS-204 – Assignment List \(multiple\)](#)
- [ICS-205 – Incident Radio Communications Plan](#)
- [ICS-206 – Medical Plan](#)
- [ICS-207 – Incident Organization Chart](#)
- [ICS-213 – General Message](#)
- [ICS-230 – Meeting Schedule](#)

The Incident Action Plan (IAP) should be created using a current version of the FEMA ICS forms. Copies of the FEMA ICS forms are included in the reference material. The IS-201 online class covers the use of these forms, instructions are included on the back of each form.

The Incident Action Plan should also include:

- Describe the event and its purpose
- Describe the organizational structure of the full event
- Contain the full operational schedule
- Include important notes about the event.
- Have attachments including:
 - Event and venue maps
 - Parking, detour and shuttle maps, and information
 - The complete event, venue and entertainment schedule

Event Pocket Guides

Event pocket guides provide concise, valuable information that is position-specific and fits in your pocket. There may be multiple versions of these guides, including:

Event Volunteer Version – The volunteer event pocket guide is typically distributed during the pre-event training and contains contact information, event maps, and shelter locations.

Event Public Safety Version – The public safety event pocket guide is typically distributed during the operational shift briefings. This guide is more comprehensive and includes the following:

- Contact information
- Sitemaps
- Shelter locations
- Evacuation routes
- Staging areas
- Communications Plan
- Daily event activities

Situational Report (SitRep)

A Situational Report (SitRep) is an event brief report/executive summary for a specific operational period. This report is typically provided only to command level staff and is not intended for distribution to the media.

Event Day

Briefings are recommended at the beginning of every operational period. They are generally conducted by the Planning Section Chief in the Command Post and should be structured, brief, and to the point. This is an executive summary of the past, current and future activities affecting your event. It's essential all appropriate stakeholders attend and participate. After the Command Post briefing is completed it's not uncommon for each of the individual agencies and departments to conduct additional, remote briefings with their personnel depending on the size of your event.

***The only thing worse than
not having a plan is not
following the plan.***

The use of the FBI's Virtual Command Center or a similar web-based operational program in the command post, facilitates a common operational platform for all local, county, state and federal participating agencies.

During the event, only essential personnel should be allowed in the command post. This recommendation is not only for security purposes but facilitates attention to the mission at hand and decreases the ambient noise level.

Event Day Readiness and Just-in-Time-Training

All people that are involved in the event should receive and participate in appropriate training and exercises so that they understand what their role is and to have an awareness of relevant emergency procedures.

Event Sponsors and Volunteers

Volunteers and Event Sponsors should receive training that would include:

- Drills, including radio operations and verbal communication skills
- Seminars, involving Emergency Procedure reviews
- Position specific functional training
- Legally required training (e.g., vendors, food and beverage dispensing)

Public Safety Personnel

Public Safety training should include a thorough review of all standard operating guidelines and how they interface with all participating agencies.

- Law Enforcement: Traffic, Security, Violent Intruder, Unattended/Suspicious package
- Fire/Hazmat: Hazmat, Technical Rescue, and MCI
- EMS: Emergency Medical Services
- Public Health: Food and Water Safety and Sanitation
- Emergency Management: Command Post & Support Operations
- Private Security: Traffic, Security, Violent Intruder, Unattended/Suspicious package

Command and General Staff

Command and General Staff should also consider Position-Specific Training, as this has proven to be a valuable asset especially when the team can develop event documents during the course, i.e., the Incident Action Plan. The following documents and systems should also be considered for review and development.

- Event Policies and Procedures
- Command Post Layout
- Additional Command Post Attendees
- Web-based, Command Post/Emergency Operations Center, operational programs can provide an operational platform and situational awareness for all agency levels and disciplines participating in the Command Post.
- Tabletop exercises

Post-Event Activities

The following information is provided as part of the U.S. Department of Homeland Security (2013) Homeland Security and Exercise Evaluation Program (HSEEP). Below are the comprehensive steps from the document, which should be implemented after the event.

After-Action Report Draft

The After-Action Report (AAR) is the document that summarizes key information related to evaluation. The length, format, and development timeframe of the AAR depend on the exercise type and scope. These parameters should be determined by the exercise planning team based on the expectations of elected and appointed officials as they develop the evaluation requirements in the design and development process. The focus of the AAR is the analysis of core capabilities. Generally, AARs also include basic exercise information, such as the exercise name, type of exercise, dates, location, participating organizations, mission area(s), specific threat or hazard, a brief scenario description, and the name of the exercise sponsor and point of contact (POC). (p. 5-5)

The AAR should include an overview of performance related to each exercise objective and associated core capabilities while highlighting strengths and areas for improvement. Therefore, evaluators should review their evaluation notes and documentation to identify the strengths and areas for improvement relevant to the participating organizations' ability to meet exercise objectives and demonstrate core capabilities. (p. 5-5)

Upon completion, the evaluation team provides the draft AAR to the exercise sponsor, who distributes it to participating organizations. Elected and appointed officials, or their designees, will review and confirm observations identified in the formal AAR, and determine which areas for improvement require further action. Areas for improvement that require action are those that will continue to seriously impede capability performance if left unresolved. As part of the improvement planning process, elected and appointed officials identify corrective actions to bring areas for improvement to resolution and determine the organization with responsibility for those actions. (p. 5-6)

Improvement Planning

Exercises afford organizations the opportunity to evaluate capabilities and assess progress toward meeting capability targets in a controlled, low-risk setting. After the evaluation phase concludes, organizations should reach consensus on identified strengths and areas for improvement and develop a set of improvements that directly address core capability gaps. This information is recorded in the AAR/IP and resolved through the implementation of concrete corrective actions, which are prioritized and tracked as part of a corrective action program. This process constitutes the improvement planning phase and the final step in conducting an exercise. (p. 6-1)

Corrective Actions

Once exercise data has been analyzed, organizations should perform an additional qualitative assessment to identify potential corrective actions. Corrective actions are concrete, actionable steps that are intended to resolve capability gaps and shortcomings identified in exercises or real-world events. In developing corrective actions, elected and appointed officials or their designees should first review and revise the draft AAR, as needed, prior to the After-Action Meeting (AAM) to confirm that the issues identified by evaluators are valid and require resolution. The reviewer then identifies which issues fall within their organization's authority and assume responsibility for taking action on those

issues. Finally, they determine an initial list of appropriate corrective actions to resolve identified issues. (p. 6-1)

The organization's reviewer should use the following questions to guide their discussion when developing corrective actions:

- What changes need to be made to plans and procedures to improve performance?
- What changes need to be made to organizational structures to improve performance?
- What changes need to be made to management processes to improve performance?
- What changes to equipment or resources are needed to improve performance?
- What training is needed to improve performance?
- What are the lessons learned for approaching similar problems in the future?

(p. 6-1))

After-Action Meeting

Once the organization's reviewer has confirmed the draft areas for improvement and identified initial corrective actions, a draft Improvement Plan (IP) is developed for review at an After-Action Meeting (AAM). AAMs serve as forums to review the revised AAR and the draft IP. Prior to the AAM, as appropriate, the exercise sponsor will distribute the revised AAR, which incorporates feedback on the strengths and areas for improvement, and the draft IP to participants. Distributing these documents for review prior to the meeting helps to ensure that all attendees are familiar with the content and are prepared to discuss exercise results, identified areas for improvement, and corrective actions. (p. 6-1)

"The organization's elected and appointed officials, or their designees, should attend the AAM along with exercise planners to answer any questions or provide the necessary details on the exercise itself" (U.S. Department of Homeland Security, 2013, p. 6-2).

During the AAM, participants should seek to reach a final consensus on strengths and areas for improvement, as well as revise and gain consensus on draft corrective actions. Additionally, as appropriate, AAM participants should develop concrete deadlines for implementation of corrective actions and identify specific corrective action owners/assignees. Participant organizations are responsible for developing implementation processes and timelines and keeping their elected and appointed officials informed of the implementation status. (p. 6-2)

After-Action Report/Improvement Plan Finalization

Once all corrective actions have been consolidated in the final IP, the IP may be included as an appendix to the AAR. The AAR/IP is then considered final and may be distributed to exercise planners, participants, and other preparedness stakeholders as appropriate. (p. 6.2)

Corrective Action Tracking and Implementation

Corrective actions captured in the AAR/IP should be tracked and continually reported on until completion. Organizations should assign points of contact responsible for tracking and reporting on their progress in implementing corrective actions. By tracking corrective actions to completion, preparedness stakeholders may demonstrate that exercises have yielded tangible improvements in preparedness. Stakeholders should also ensure there is a system in place to validate previous corrective actions that have been successfully implemented. These efforts should be considered part of a wider continuous improvement process that applies prior to, during, and after an exercise is completed. (p. 6-2)

Conducting exercises and documenting the strengths, areas for improvement, and associated corrective actions is an important part of the National Preparedness System and contributes to the strengthening of preparedness across the *Whole Community* and achievement of the National Preparedness Goal. Over time, exercises should yield observable improvements in preparedness for future exercises and real-world events. (p. 6-2)

Using Improvement Planning to Support Continuous Improvement

The identification of strengths, areas for improvement and corrective actions that result from exercises help organizations build capabilities as part of a larger continuous improvement process. The principles of continuous improvement are:

- *Consistent Approach.* Organizations should employ a consistent approach for constant improvement-related activities across applicable mission areas—prevention, protection, mitigation, response, and recovery. This consistent approach enables a shared understanding of key terminology, functions, processes, and tools. This approach also fosters continuous improvement-related interoperability and collaboration across an organization's components.
- *Support National Preparedness.* By conducting continuous improvement activities, organizations support the development and sustainment of core capabilities across the whole community. Continuous improvement activities also ensure that organizations are able to support assessments of national preparedness in a timely, actionable, and meaningful way.
- *Effective Issue Resolution and Information Sharing.* Through improvement planning, organizations complete continuous improvement action items at the lowest level possible while facilitating the sharing of strengths and areas for improvement.
- *Application across Operational Phases.* The functions, processes, and tools apply to all operational phases, including:
 - Near-real-time collection and analysis during real-world events or exercises
 - Post-event/exercise analysis
 - Trend analysis across multiple events/exercises over time

(p.6-2)

A process such as the Sports Event Security Aware (SESA)⁷ system could be considered as a tool for improving the safety of events. SESA provides a continuous improvement cycle for the security management of sports facilities. The SESA system involves a four-step process: assess, train, exercise and audit. This system provides a continuous improvement and recertification process in securing sports facilities.

Application of these principles and the conduct of improvement planning ultimately support the program management phase of the HSEEP exercise cycle. By continually examining the implementation of corrective actions, organizations can identify capability gaps, as well as determine which corrective actions require validation through exercises. In this way, improvement planning activities can help shape an organization's exercise program priorities, and support continuous improvement in the building and sustaining of core capabilities.

⁷ To examine the training, research, laboratory, and development components of the program follow the link for more information <https://www.ncs4.com/home>.

Training and Exercises

Homeland Security Exercise Evaluation Program (HSEEP)

The following definition is provided by the U.S. Department of Homeland Security (2013) program:

FEMA Definitions of Training Activities

Exercise: An instrument to train for, assess, practice, and improve performance in *prevention, protection, response, and recovery capabilities* in a risk-free environment. Exercises can be used for: testing and validating policies, plans, procedures, training, equipment, and interagency agreements; clarifying and training personnel in roles and responsibilities; improving interagency coordination and communications; identifying gaps in resources; improving individual performance; and identifying opportunities for improvement. (Essentially all training activities in this system are classified as an exercise) (pg. 60).



Figure 3. Training versus Exercise Scale (U.S. Department of Homeland Security, 2013)

exercises, and full-scale exercises. They can clarify roles and responsibilities, identify gaps in resources needed to implement plans and procedures, and improve individual and team performance. (Operations-Based Exercises section)

See Figure 2 for a visual of complexity versus testable capabilities involved in each exercise.

The HSEEP Program Management Cycle

According to U.S. Department of Homeland Security (2013) exercise project management is a component of exercise program management used to carry out the activities needed to execute an individual exercise. Exercise project management involves four phases, which are collectively known as the *exercise cycle*. Exercises conducted in accordance with the phases of the exercise cycle lead to tangible preparedness improvements, see Figure 3. (U.S. Department of Homeland Security, 2013, Glossary-4)



Figure 4. HSEEP Exercise Cycle (U.S. Department of Homeland Security, 2013)

Pre-Event Exercise Activities

The importance of conducting exercises, especially before large-scale events cannot be over-emphasized. Remember, a tabletop exercise will test the policies and procedures you have in place for your event. In addition, inter-agency relationships will be developed during your exercise. Utilize your real-world event command post layout and provide multiple/simultaneous challenging scenarios in a non-threatening environment.

Acronyms

AAM	After Action Meeting	ISP	Independent Study Program
AAR/IP	After Action Report / Improvement Plan	JIC	Joint Information Center
CISM	Critical Incident Stress Management	JIS	Joint Information System
COML	Communications Unit Leader	MAC	Multiagency Coordination System
CP	Command Post	MCI	Mass Casualty Incident
DHS	Department of Homeland Security	NIMS	National Incident Management System
EAP	Emergency Action Plan	NOAA	National Oceanic and Atmospheric Administration
EMA	Emergency Management Agency	NRF	National Response Framework
EMS	Emergency Medical Services	NSSE	National Special Security Event
EOC	Emergency Operations Center	NWS	National Weather Service
EOP	Emergency Operations Plan	OSC	On-Scene Commander
ERP	Emergency Response Plan	PIO	Public Information Officer
FEMA	Federal Emergency Management Agency	POC	Point of Contact
FBI	Federal Bureau of Investigation	PSA	Public Safety Announcement
HAZMAT	Hazardous Materials	SESA	Sports Event Security Aware
HSEEP	Homeland Security Exercise & Evaluation Program	SitRep	Situation Report
IAP	Incident Action Plan	SPC	Storm Prediction Center
ICP	Incident Command Post	TTX	Tabletop Exercise
ICS	Incident Command System	TRT	Technical Rescue Team
IED	Improvised Explosive Device	UC	Unified Command
IP	Improvement Plan	WMD	Weapon of Mass Destruction

References

Adler, D. (2017, February 17). 3 Step Event Ready Process. Wheaton, Illinois, USA.

Federal Emergency Management Agency. (2013a). *NIMS command and management*. Retrieved from <https://emilms.fema.gov/is15b/SEP0105summary.htm>

Federal Emergency Management Agency. (2013b, October 31). Course summary: IS-15.b Special events contingency planning for safety agencies. Retrieved August 29, 2018, from <https://emilms.fema.gov/is15b/SEPsummary.htm>

Federal Emergency Management Agency. (2013c, October 31). Lesson summary: Delegation of authority & management by objectives. Retrieved August 30, 2018, from <https://emilms.fema.gov/IS200b/ICS0103summary.htm>

Federal Emergency Management Agency. (2013d, October 31). Lesson summary: Special operational considerations. Retrieved August 30, 2018, from <https://emilms.fema.gov/is15b/SEP0104summary.htm>

Federal Emergency Management Agency. (2013e, October 31). Lesson summary: Using ICS to manage special events. Retrieved September 4, 2018, from <https://emilms.fema.gov/is15b/SEP0105summary.htm>

Federal Emergency Management Agency. (2018). FEMA: Glossary. Retrieved September 4, 2018, from <https://training.fema.gov/programs/emischool/el361toolkit/glossary.htm>

International Code Council. (2016, January). Chapter 4 Emergency planning and preparedness | 2015 International fire code | ICC publicACCESS. Retrieved from <https://codes.iccsafe.org/public/document/IFC2015/chapter-4-emergency-planning-and-preparedness>

National Fire Protection Association. (2017). *NFPA 101: life safety code 2017*. S.I.: NATL FIRE PROTECTION ASSO.

National Oceanic Atmospheric Administration, & National Weather Service. (2018, April 17). Lightning safety: Large venues. Retrieved from <https://www.weather.gov/media/safety/Lightning%20Safety%20Toolkit%20for%20Outdoor%20Venues%204-17-18.pdf>

US Department of Commerce, National Oceanic Atmospheric Administration, & National Weather Service. (2018). Heat Watch vs. Warning. Retrieved September 4, 2018, from <https://www.weather.gov/safety/heat-ww>

U.S. Department of Homeland Security. (2013, April). Homeland Security Exercise and Evaluation Program (HSEEP). Retrieved from https://www.fema.gov/media-library-data/20130726-1914-25045-8890/hseep_apr13_.pdf

WeatherSTEM. (2016). Meteorology: Severe weather watches and warnings. Retrieved September 4, 2018, from http://courses.weatherstem.com/wxstem_meteorology_01/module-03/01/05.html

Additional Resources

Naperville Office of (2015). Emergency Response Plan - Checklists, and Planning Documents. Naperville, Illinois, USA.

FEMA. (2011, September). *National Incident Management System - Training Program*. Retrieved from National Incident Management System: https://www.fema.gov/pdf/emergency/nims/nims_training_program.pdf

FEMA. (2012, January). *FEMA Incident Action Planning Guide*. Retrieved from <https://www.fema.gov/ar/media-library/assets/documents/25028>

FEMA. (2013, October 31). *IS-15b Special Events Contingency Planning for Public Safety Agencies*. Retrieved from FEMA: <https://emilms.fema.gov/is15b/index.htm>

FEMA. (2013, August). *Threat and Hazard Identification and Risk Assessment Guide*. Retrieved from

FEMA: <https://www.fema.gov/media-library->

[data/8ca0a9e54dc8b037a55b402b2a269e94/CPG201_htirag_2nd_edition.pdf](https://www.fema.gov/media-library-data/8ca0a9e54dc8b037a55b402b2a269e94/CPG201_htirag_2nd_edition.pdf)

Kaiser. (2014). *Kaiser Hazard and Vulnerability Assessment Tool*. Retrieved from

http://www.hasc.org/sites/main/files/file-attachments/hva_tool.pdf

National Weather Service. (2017, February 17). *NWS Chicago Decision Support Briefing*. Retrieved from

National Weather Service: http://www.weather.gov/lot/wx_watcher