



Sport and Special Event Evacuation Training and Exercise

Course Design Document – ILT

June, 2012



FEMA



Course Description

Overview

The Sport and Special Event Evacuation Training and Exercise course will provide assistance to sport venue managers to prepare and/or enhance an evacuation plan to assist emergency responders in implementing flexible and scalable evacuation activities (i.e. evacuation, sheltering in place, or relocation). These emergency activities might occur in isolation or as a result of a larger, multi-entity response initiative. The course is highly innovative in that it builds multi-agency collaboration by delivering critical evacuation planning information. Each institution will receive a “take away” course supplement in the form of the SportEvac Training System version 1.0 DVD package. This supplement will allow users to have on-demand access to the computer-based modeling, visualization, and simulation training system to aid in their "what-if" scenario management, planning, and training.

SportEvac Training System can be used to aid in preparing a venue for a variety of evacuation objectives. Among these objectives, SportEvac can be used to supplement event/venue training, planning and preparation activities. The system can also assist in creating plans/procedures or validating current plans/procedures.

Scope

The overall goal for this course is the standardization of sport and special event evacuation training for all sport venues in the United States. The course will be offered to all NCAA Division I institutions. Course components will include on-site training, and a “take away” course supplement. Each institution will receive a course supplement in the form of the SportEvac Training System version 1.0 in a DVD package. This system will allow users to have on-demand access to the computer-based modeling, visualization, and simulation capabilities of SportEvac.

This innovative training will provide foundational knowledge and principles in sport and special event evacuation management. Furthermore, course outcomes will include plans and policies specific to their respective sport venues as well as tested evacuation analysis. This course is applicable to all sport venues in the United States, regardless of size of sport venue capacity. The customization to the trainee’s “home” venue will allow for the immediate implementation of training course learning objectives at their respective venues.

Training course learning objectives will address the Target Capability – Risk Analysis to develop capabilities of multidisciplinary teams involved in sports security management to perform these critical tasks: 1) develop awareness of human-made and natural incidents; 2) conduct threat/risk analysis, site surveys, and assess site impact; and 3) support regional and state prevention activities of potential hazards to sport and special events.



Course objectives will also address the Universal Task List (2005) relevant to: Com.A (2) develop and implement risk management plans in cooperation with local agencies to ensure multi-agency collaboration and support incident management requirements; Com.A (3) develop emergency response planning capabilities and jurisdictional preparedness programs; Com.A (12) conduct disaster exercises in coordination with local supporting agencies to challenge management and response operations; Pro.A.2 (1) conduct vulnerability assessments of critical assets and key resources; and Pro.B.1 (1) develop guidelines for physical protection of infrastructure (PPS) and consequence reduction proposals.

Furthermore, this project will specifically address DHS target capability-Citizen Evacuation and Shelter-in-place of the National priority “Strengthening Planning and Citizen Preparedness Capabilities” as highlighted in the National Preparedness Guidelines document (2007). Specific critical tasks to be performed toward achieving this target capability include; Res.B3a 1: Develop plans, procedures, and protocols to manage evacuations and sheltering-in-place; Res.B3 1.3.: Develop/implement plans to identify populations requiring assistance during evacuation/shelter-in-place; Res. B3a2: Develop/implement training and exercise programs for staff involved in evacuation/shelter-in-place implementation; Res. B3a3.1.2: Identify populations and locations at-risk; Res. B3a4.1: Identify and mobilize appropriate personnel; Res.B3a 5.1: Provide public notification agencies with instructions for evacuation; Res.B3 5.2.1: Coordinate with appropriate agencies regarding support for traffic control; Res. B3a5.4.1: Identify evacuation support resources; Res.B3a7.1: Establish evacuation staging/reception areas; Res.B3a9.2: Identify steps to reduce infiltration of hazard(s); Res.B3a10.1: Adapt/implement reentry plans as officials announce areas approved for reentry: and Res.B3a11.2: Participate in incident debriefing.

Target Audience

NCAA Division I Conferences

It will be recommended that the participants take the following courses:

1. IS – 100, Introduction to Incident Command System (ICS)
2. IS – 200, ICS for Single Resources and Initial Action Incidents
3. IS – 700 National Incident Management System (NIMS), an introduction
4. IS – 800B, National Response Framework, an introduction

Participants should also read [Evacuation Planning Guide for Stadiums](#), DHS, Fall 2008.

Course Length

14 hours



Required Materials/Facilities

Instructor manuals, instructional CDs, software, A/V equipment (video data projector, flip charts, etc.) and laptops will be needed for “train the trainer” workshop and for the full course workshop. This equipment will be used to show power point slides, scenarios, and exercises.

Testing/Certification

There will be pre- and post-tests completed during the course. Successful completion of the course will be reflected by a 70% accuracy rate on the post-test.

Reference List

- Ammon, R., Southall, R. & Blair, D. (2004). *Sport facility management: Organizing events and mitigating risks*. Morgantown, WV: Fitness Information Technology, Inc.
- Baker, T.A., Connaughton, D., Zhang, J.J., & Spengler, J.O. (2007, Winter). Perceived risk of terrorism and related risk management practices of NCAA Division IA Football
- Barbera, J. A., Macintyre, A. G. *Medical and Health Incident Management (MaHIM) System: A Comprehensive Functional System Description for Mass casualty Medical and Health Incident Management*. Institute for Crisis, Disaster and Risk Management, The George Washington University. Washington D. C., October 2002. Supported by a grant from the Alfred P. Sloan Foundation.
- Beckman, I. (2006). A System for Evaluating Emergency Response Capabilities at a University Sporting Venue. Unpublished Dissertation, The University of Southern Mississippi.
- Biringer, Betty E., Matalucci, Rudolph V., O'Connor, Sharon L. (2007). *Security Risk Assessment and Management: A Professional Practice Guide for Protecting Buildings and Infrastructures*. Hoboken, NJ: John Wiley and Sons, Inc.
- Bullock, Jane A., Haddow, George D., Coppola, Damon, Ergin, Erdem, Westerman, Lissa, Yeletaysi, Sarp (2006). *Introduction to Homeland Security*. Burlington, MA: Elsevier Butterworth-Heinemann.
- Counter Terrorism Protective Security Advice. (2005). Retrieved February 1, 2008, from <http://www.nactso.gov.uk/documents/Stadia%20Doc.pdf>
- CRS Report for Congress. (2004, October 1). *Critical infrastructure and key Assets: Definition and identification*. [On-Line]. Available: <http://www.fas.org/sgp/crs/RL32631.pdf>



Cunningham, G. (2007). *Security management capabilities in intercollegiate athletic departments*. Unpublished doctoral dissertation. The University of Southern Mississippi.

Decker, R.J. (2001). *Key elements of a risk management approach*. United States General Accounting Office. [On-line]. Available: <http://www.gao.gov/new.items/d02150t.pdf>

Department of Homeland Security. (2004, July 23). *Department of Homeland Security hosts security forum for sports executives*. Office of the Press Secretary. Retrieved September 15, 2005, from <http://dhs.gov/dhspublic/display?content=3863>

Durling, R.L., Price, D.E., & Spero, K.K. (2005). Vulnerability and risk assessment using the Homeland-Defense operational planning system (HOPS). Retrieved October 4, 2005, from <http://www.llnl.gov/tid/lof/documents/pdf/315115.pdf>

General Security Risk Assessment Guideline. (2003). ASIS International. [On-line]. Available: <http://www.asisonline.org/guidelines/guidelinesgsra.pdf>

Fried, G. (2005). *Managing Sports Facilities*. Champaign, IL: Human Kinetics.

Gips, M. (2003). Survey assesses sports facility security. *Security Management Online*. Retrieved July 21, 2005, from www.securitymanagement.com

Hagmann, D.J. (2005, October 30). Black hole in America's heartland. *Northeast Intelligence Network*. Retrieved July 20, 2006, from <http://www.homelandsecurityus.com/site/modules/news/article.php?storyid=16>

Hall, S. (2006). *Effective security management of university sport venues*. *The Sport Journal*, (9)4. Retrieved from <http://www.thesportjournal.org/article/effective-security-managment-university-sport-venues>

Hall, S., Marciani, Cooper, W.E., & Rolen, R. (Spring 2007a). Introducing a risk assessment model for sport venues. *The Sport Journal*, (10) 2.

Hall, S., Marciani, L., & Cooper, W.E, & Rolen, R. (2007b, August). Securing sport stadiums in the 21st century: Think security, enhance safety. *Homeland Security Institute: Journal of Homeland Security*.

Howard, D.R., & Crompton, J.L. (2005). *Financing sport*. 2nd Edition. Fitness Morgantown, WV: Fitness Information Technology, Inc.

Hurst, R., Zoubek, P., & Pratsinakis, C. (n.d.). *American sports as a target of terrorism: The duty of care after September 11th*. [On-Line]. Available: www.mmwr.com/uploads/UploadDocs/publications/American%20Sports%20As%20a%20Target%20of%20Terrorism.pdf



Johnson, J.A. (2005). A brief history of terrorism. In Ledlow, G.R., Johnson, J.A., & Jones, W.J. (Eds.), *Community preparedness and response to terrorism: Vol. 1. The terrorist threat and community response* (pp. 1-6). Westport, CT/London: Praeger Perspectives.

Kennedy, D.B. (2006). A précis of suicide terrorism. *Journal of Homeland Security and Emergency Management*, (3)4.

Lipton, E. (2005, March 16). U.S. report lists possibilities for terrorist attacks and likely toll. *New York Times*, Section A, Page 1, Column 2.

National Incident Management System. (March 01, 2004). United States Department of Homeland Security.

Office of Domestic Preparedness Information Bulletin (October 1, 2003). *Critical infrastructure protection funds*. [On-Line]. Available: <http://ojp.usdoj.gov/odp/docs/info84.htm>

Pantera, M.J. III, Accorsi, R., Winter, C., Gobeille, R., Griveas, S., Queen, D., Insalaco, J., & Domanoski, B. (2003). *Best practices for game day security at athletic & sports venues*. The Sport Journal, 6(4). (On-line). Available:

Phillips, J. (2006). *An Analysis of Security Outsourcing at NCAA Division IA and Division IAA Collegiate Football Games*. Unpublished manuscript. The Center for Spectator Sports Security Management, The University of Southern Mississippi.

Phillips, D., Hall, S., Marciani, L., & Cunningham, G. (November, 2006). *Special event security: How does it relate to customer satisfaction and marketing?* Paper presented at The Sports Marketing Association Annual Conference, Denver, CO.

Philpott, D. (2007). Business resiliency handbook. *Journal of Homeland Defense: Special Report*. [On-Line]. Available: <http://www.homelanddefensejournal.com/hdl/BusinessResiliency.htm>

Risk 101. (n.d.). US Coast Guard. Retrieved October 4, 2005, from <http://www.uscg.mil/hq/gm/risk/background.htm>

Sauter, M. A. & Carafano, J.J. (2005). *Homeland Security: A complete guide to understanding, preventing, and surviving terrorism*. New York: McGraw Hill.

Sport Business Journal (1999, December 20-26). The making of the \$213 billion sports business industry, 24-25.



Stadium Managers. *Journal of Legal Aspects of Sport*. Retrieved July 20, 2007, from www.lexisnexis.com

The 9/11 Commission Report. Final Report of the National Commission on Terrorist Attacks Upon the United States. (2004). New York, NY: Norton

The National Response Framework(NRF) ,U.S. Dept. of HLS, Jan, .2008. Wash D.C.
The National Incident Management System (NIMS), U.S. Dept. of HLS (FEMA). March, 2004.

Vulnerability Assessment Report. (July, 2003). Office of Domestic Preparedness, U.S. Department of Homeland Security. Retrieved May 31, 2005, from <http://www.ojp.usdoj.gov/odp/docs/vamreport.pdf>

Swab, A.K., Eschelbach, K., & Brower, D.J. (2007). *Hazard mitigation and preparedness*. Hoboken, NJ: John Wiley & Sons, Inc.

Worldstadiums.com. (2006). Stadiums in the United States. Retrieved February 1, 2006, from http://www.worldstadiums.com/north_america/countries/united_states.shtml

Evaluation Strategy

Level 1 Evaluation will be accomplished through the standardized Level 1 form used by all training partners.

Level 2 Evaluation will be accomplished through pre- and post-test evaluation instruments developed for this course. The application of these instruments will result in quantified data overview and scope.



Course Structure/Content Outline

Course Design Matrix

Module 1: Introduction and Administration

Overview:

In this module, participants will receive an overview of the *Sport and Special Event Evacuation Training and Exercise Course*. Activities will include completion of all required class administrative requirements, introductions, and completion and grading of a pre-test.

Time Allocated: 1.5 hours

Terminal Learning Objective (TLO):

TLO 1: At the conclusion of the module, participants will be able to summarize the class goal, major module objectives, how class materials will be used, and how the participants will be evaluated.

Enabling Learning Objectives (ELO):

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

ELO 1.1: State how participant performance is evaluated.

ELO 1.2: State the class goal and summarize module objectives for the class.

ELO 1.3: Summarize how workshop concepts apply to sport and special event evacuation training.



Module 2: The Organizational Structure

Overview:

This module will address options for structuring the Incident Command System (ICS) designed to enhance game day operations including evacuations. The specific roles and responsibilities for each component of the ICS will be discussed. Discussion will also focus on the roles and responsibilities of the individuals and organizations tasked with implementing the evacuation plan, as well as how the evacuation plan's organizational structure fits into the sport venue's Emergency Plan.

Time Allocated: 1.0 hour

Terminal Learning Objective:

TLO 2: At the conclusion of the module, participants will understand the importance of a well defined approach to planning and managing an evacuation using ICS within the National Incident Management System (NIMS) framework.

Enabling Learning Objective:

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

ELO 2.1: Identify the Incident Commander and ICS components with responsibilities during the various types of evacuations.

ELO 2.2: Utilize the ICS to identify evacuation team members that contribute to the decision to evacuate.

ELO 2.3: Determine roles and responsibilities during an evacuation.

ELO 2.4: Understand the roles of university, local, state, and federal government in an evacuation and how those roles will be executed using the sport facilities Emergency Plan.

ELO 2.5: Understand Resource Management and Coordination with Local Resources

ELO 2.6: Understand the difference between planning and managing the initial evacuation versus managing the incident that caused the evacuation.



Module 3: Sport and Special Event Evacuation Planning

Overview:

The goal of this module is to assist individual sport venue operators in planning, development, training, implementation, and evaluation of their evacuation plan according to industry best practices.

Time Allocated: 2.0 hours

Terminal Learning Objective:

TLO 3: At the conclusion of the module, participants will understand the essential components of developing an evacuation plan.

Enabling Learning Objective:

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

ELO 3.1: Develop, re-evaluate, augment, and/or enhance their own evacuation plan with assistance from an evacuation planning template and checklists.

ELO 3.2: Describe the stages of the planning process and procedures for the development of an evacuation plan utilizing the Planning “P” guidelines.



Module 4: Concept of Operations

Overview:

The goal of this module is to prepare emergency responders to implement flexible and scalable evacuation activities (i.e. evacuation, sheltering in place or relocation) for a range of emergency conditions that occur in isolation or as a result of a larger, multi-agency, multi-discipline response initiative.

Time Allocated: 3.0 hours

Terminal Learning Objective:

TLO 4: At the conclusion of the module, participants will be able to identify, describe and better understand the concepts of planning and implementing an evacuation plan for sport venues.

Enabling Learning Objective:

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

ELO 4.1: Identify potential scenarios that may require an evacuation; understand the procedures for activation and mobilization of human resources and implementation of the evacuation plan.

ELO 4.2: Identify decision criteria to assist in activating and deactivating an evacuation; understand the evacuation procedures for spectators, participants, competitors, staff, contractors, vendors, and individuals with disabilities.

ELO 4.3: Recognize crowd dynamics and define various flow rates, in conjunction with requirements to identify locations/facilities to evacuate/shelter-in-place/relocate individuals, while understanding the critical elements in the movement of people during an evacuation.

ELO 4.4: Describe an effective communication plan that includes methods and message content for use during an evacuation, including emergency signage.

ELO 4.5: Determine the necessary supplies, resources, equipment, and lighting needs to be available and readily accessible for utilization during an evacuation, including mass decontamination considerations.

ELO 4.6: Understand the procedures for health/medical support for mass care and family assistance, once spectators and participants have been evacuated to reunification area(s).



Module 5: Evacuation Plan Training and Exercise

Overview:

In this module, participants will receive an overview of how an evacuation plan should be maintained, reviewed, and updated following the sport venue's emergency plan preparedness cycle that includes planning, training, exercising/responding, evaluating and mitigating.

Time Allocated: 2.5 hours

Terminal Learning Objective:

TLO 5: At the conclusion of the module, participants will understand effective measures that ensure the evacuation emergency plan reflects the current operational strategies, organizational structures, and methodologies utilized by evacuation personnel.

Enabling Learning Objective:

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

ELO 5.1: Identify the training and exercise elements of the evacuation plan and the evacuation group.

ELO 5.2: Understand how the Homeland Security Exercise and Evaluation Program (HSEEP) criterion applies to the Evacuation Plan and the exercising of the plan.

ELO 5.3: Understand how to conduct exercises for assessing preparedness and identifying areas for improvement relating to the overall emergency plan and the various subordinate plans (i.e. the evacuation plan).

ELO 5.4: Identify drills that can prepare venue staff for directing spectators during evacuation and shelter-in-place movements.



Module 6: Capstone

Overview:

The goal of this module will be to combine all the foundational knowledge and principles of implementing an evacuation plan. Participants will experience scenario-based learning utilizing SportEvac to demonstrate risk factors, plan an appropriate response, inform the public, and implement the evacuation plan. The module will describe various exercise and training options and key personnel involved in the exercise and training process for sport and special event evacuations.

Time Allocated: 3.0 hours

Terminal Learning Objective:

TLO 6: At the conclusion of the module, participants will be able to effectively participate in a training exercise involving key partners and evaluate outcomes in order to address gaps and ensure an increasing level of preparedness for evacuations.

Enabling Learning Objective:

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

ELO 6.1: Participate in an evacuation analysis of a sport venue under a wide range of conditions through simulation modeling.

ELO 6.2: Participate in a full range of pertinent emergency planning events utilizing multiple output features including threat evacuation times, queue lengths, and chokepoint identification.

ELO 6.3: Utilize a “take away” package with visualization and resource CDs from lessons learned, and a curriculum/template for customizing their own evacuation plans and analysis.

.



Module 7: Post-Assessment and Evaluation

Overview:

In this module participants will be administered an objectives-based post-test. They must score a 70% or greater to receive a Certificate of Completion. A second post-test may be administered on-site if needed. Participants will also complete a course evaluation form and provide feedback on the course instruction, content, and materials.

Time Allocated: 1.0 hours

Terminal Learning Objectives (TLO):

TLO 7: At the conclusion of the module, participants will be able to successfully complete a comprehensive post-test and course evaluation.

Enabling Learning Objectives (ELO)

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

ELO 7.1: Provide feedback by completing a course evaluation form.

ELO 7.2: Complete a comprehensive post-test with a score of 70% or better.

Course Agenda

Module	Module Title	Time Allocation
Module 1	Introduction and Administration	1.5 hrs
Module 2	The Organizational Structure	1.0 hrs
Module 3	Sport and Special Event Evacuation Planning	2.0 hrs
Module 4	Concept of Operations	3.0 hrs
Module 5	Evacuation Plan Training and Exercise	2.5 hrs
Module 6	Capstone	3.0 hrs
Module 7	Post Assessment and Evaluation	1.0 hrs
Total		14 hrs