Look Who Is Coming To Town: Planning for the Planned and Unplanned
Objectives

- Discuss the challenges associated with planning for large mass gathering event
- Identify the steps in the planning process
- Discuss the need to balance demands of a large mass gathering event while maintaining your normal operations
- Identify available formulas and tools which aid in the planning process
- Discuss how to apply these skills to emergent events
Planned & Unplanned

Planned events
- Community events (Fairs, Festivals)
- Sporting events
- Mass gatherings
- Weather events

Unplanned incidents
- Weather events
- Earthquakes
- Terrorists events
- Incidents

Then Murphy shows up... an unplanned event occurs in your planned event!
Challenges

- Maintaining normal operations
- Addressing surge associated with special event
- Where to begin
- Identifying the scope
- Dealing with event changes
“Planning" is an all year activity you already do which includes:

- Coordinating
- Training
- Preparation of equipment
- Reviewing agreements and contracts
- Acquiring materials and supplies

Key initiatives involved with every event
Emergency Operation Plan

- Your jurisdiction has one – become familiar
- Identifies responsibility to carry out specific actions during an emergency that exceeds the capability or routine responsibility of any one agency
- Identifies personnel, equipment, facilities, supplies, and other resources available
- Reconciles requirements with other jurisdictions
- Identifies steps to address mitigation concerns during response and recovery activities
Administrative Readiness

- Review policies
- Enhanced communications (internally & externally)
- Fleet (restore, maintain and address specialized needs)
- Review agreements and contracts (staffing, equipment, materials and services)
- Review supplies (are you at capacity)
- Food and water
National Incident Management System (NIMS)

- Coordination of federal, state and local agencies
- Identifies a planning process
  - Template for strategic, operational, and tactical planning
  - Identifies responsibilities of the incident commander and other command and general staff members
  - Forms for the development and disseminate of an incident action plan (IAP)
What Forms?

Notes:
- In the following table, the ICS Forms identified with an asterisk (*) are typically included in an IAP.
- Forms identified with two asterisks (**) are additional forms that could be used in the IAP.
- The other ICS Forms are used in the ICS process for incident management activities, but are not typically included in the IAP.
- The date and time entered in the form blocks should be determined by the Incident Command or Unified Command. Local time is typically used.

<table>
<thead>
<tr>
<th>ICS Form #:</th>
<th>Form Title:</th>
<th>Typically Prepared by:</th>
</tr>
</thead>
<tbody>
<tr>
<td>ICS 201</td>
<td>Incident Briefing</td>
<td>Initial Incident Commander</td>
</tr>
<tr>
<td>*ICS 202</td>
<td>Incident Objectives</td>
<td>Planning Section Chief</td>
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<tr>
<td>*ICS 203</td>
<td>Organization Assignment List</td>
<td>Resources Unit Leader</td>
</tr>
<tr>
<td>*ICS 204</td>
<td>Assignment List</td>
<td>Resources Unit Leader and Operations Section Chief</td>
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<tr>
<td>*ICS 205</td>
<td>Incident Radio Communications Plan</td>
<td>Communications Unit Leader</td>
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<tr>
<td>**ICS 205A</td>
<td>Communications List</td>
<td>Communications Unit Leader</td>
</tr>
<tr>
<td>*ICS 206</td>
<td>Medical Plan</td>
<td>Medical Unit Leader (reviewed by Safety Officer)</td>
</tr>
<tr>
<td>ICS 207</td>
<td>Incident Organization Chart (wall-mount size, optional 8½&quot; x 14&quot;)</td>
<td>Resources Unit Leader</td>
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<tr>
<td>**ICS 208</td>
<td>Safety Message/Plan</td>
<td>Safety Officer</td>
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<tr>
<td>ICS 209</td>
<td>Incident Status Summary</td>
<td>Situation Unit Leader</td>
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<tr>
<td>ICS 210</td>
<td>Resource Status Change</td>
<td>Communications Unit Leader</td>
</tr>
<tr>
<td>ICS 211</td>
<td>Incident Check-In List (optional 8½&quot; x 14&quot; and 11&quot; x 17&quot;)</td>
<td>Resources Unit/Check-In Recorder</td>
</tr>
<tr>
<td>ICS 213</td>
<td>General Message (3-part form)</td>
<td>Any Message Originator</td>
</tr>
<tr>
<td>ICS 214</td>
<td>Activity Log (optional 2-sided form)</td>
<td>All Sections and Units</td>
</tr>
<tr>
<td>ICS 215</td>
<td>Operational Planning Worksheet (optional 8½&quot; x 14&quot; and 11&quot; x 17&quot;)</td>
<td>Operations Section Chief</td>
</tr>
<tr>
<td>ICS 215A</td>
<td>Incident Action Plan Safety Analysis</td>
<td>Safety Officer</td>
</tr>
<tr>
<td>ICS 218</td>
<td>Support Vehicle/Equipment Inventory (optional 8½&quot; x 14&quot; and 11&quot; x 17&quot;)</td>
<td>Ground Support Unit</td>
</tr>
<tr>
<td>ICS 219-1 to ICS 219-8, ICS 219-10 (Cards)</td>
<td>Resource Status Card (T-Card) (may be printed on cardstock)</td>
<td>Resources Unit</td>
</tr>
<tr>
<td>ICS 220</td>
<td>Air Operations Summary Worksheet</td>
<td>Operations Section Chief or Air Branch Director</td>
</tr>
<tr>
<td>ICS 221</td>
<td>Demobilization Check-Out</td>
<td>Demobilization Unit Leader</td>
</tr>
<tr>
<td>ICS 225</td>
<td>Incident Personnel Performance Rating</td>
<td>Supervisor at the incident</td>
</tr>
</tbody>
</table>
Planning Resources
Class CD

- FEMA - Operational Templates and Guidance for EMS Mass Incident Deployment (June 2012)
  - Collection of operational templates
  - Provides case studies and lessons learned

- Prediction Tools
  - Simple excel spreadsheet
  - Australia article

- FEMA - ICS forms and instructions

- Example IAPs
What is an IAP?

- Written plan utilizing standard NIMS forms
  - It is clear and concise
  - Guides initial incident management decision process
  - Identifies the continued collective planning activities
  - Identifies operational periods
IAP

Steps in development
- Prepare and disseminate
- Evaluate and revise the plan
- Predicts probable course of events
- Identifies alternative strategies to attain critical incident objectives
The “Planning P”

The leg of the “P” describes the initial response period:
- Notification
- Initial Response and Assessment
- Incident Briefing (ICS Form 201)
- Initial Incident Command
  - If necessary - expand to Unified Command
The “Planning P”

At the top of the leg of the “P” is the beginning of the first operational planning period cycle

- Incident Command/UC
- Incident Objectives
- Tactics Meeting
- Preparing for the Planning Meeting
- Planning Meeting
- IAP Prep and Approval
- Operations Briefing
Getting Started

Notification
- Planned event is scheduled
- Identification of a credible threat
- An initial response to an actual or impending event

Need to develop an IAP
- Identify initial personnel
- Gather the planning materials (forms)
Getting Started

- Do not delay planning meetings waiting for future information
  - Revise the plan as information evolves
  - Add/modify resources, information systems, and technology solutions with new information
  - Begin to collect and catalog lessons learned
- Perform a risk assessment
  - What are the likely emergencies responders will encounter
Initial Information

- Requesting entity
  - Point of contacts and contact information
  - Is there any financial compensation information
- Location of event(s)
  - Site area and topography
  - Identify staging locations
  - Ingress and egress routes
- Anticipated attendance and issues
  - Is there historical information
  - Is there comparison event information
Initial Information

- Map or diagram of event
  - Site layout/route
  - Public entrance and exits
  - Obstacles to access or egress
- Coordinate of event site
  - Approval and permit processes
  - Restricted areas
  - Placement of aid stations
  - Security and credentialing - learn and respect the rules of information security
Initial Information

- Involvement of animals
  - Noise issues
  - Injured animals threaten safety of EMS personnel and spectators
- Planning partners
  - Mutual aid needs
  - Public health resources
- Media plan
  - PIO
Components to Consider

- EOC activation
  - Partial
  - Full
- Planning Cell Team
- Incident Management Team (IMT)
Planning Process Objectives

- Understand the event
  - Current information
  - Accurate description of event
- Establish incident objectives and strategy
- Develop an Incident Action Plan
Incident Objectives

What is to be accomplished during the operational period?

SMART objectives

- **S–Specific:** Is wording precise and unambiguous
- **M–Measurable:** How achievements are measured
- **A–Action Oriented:** Use action verbs to describe expected accomplishments
- **R–Realistic:** Outcomes must be achievable with available resources
- **T–Time Sensitive:** Timeframe the activity is to occur
IAP - Operational Planning

- Provides clear strategic direction
  - Tactical objectives
  - Resources
- Identifies sequence of events
  - Coordination for achieving multiple incident objectives
- Use oral briefings to communicate information
Strategy
- General plan or direction for accomplishing the incident objectives

Tactics
- Specify how the strategies will be executed
The Operational Section Chief generates strategies
- Must be within acceptable safety norms
- Must be realistic (feasible, practical, and suitable)
- Cost effective
- Consistent with sound environmental practices
- Meet political considerations

Alternative strategies need to be considered
- Gather input from the branch directors, division and/or Group Supervisors
Before each operational period begins, assess and revise incident objectives as needed

- Incident stable or increasing in size and complexity?
- What are the current incident objectives, strategy, and tactics? Is a change of course needed?
- Safety issues?
- How long until incident objectives are completed?
- Current status of resources?
  - Are they in good condition?
  - Are they sufficient?
Tactics

Assign Resources
  - Determine type of resources appropriate for the selected tactics

Monitor Performance
  - Review tactics and resources selected – are they valid and adequate?
Tactics Meetings

- Determine how the selected strategy will be accomplished
- Assign resources to implement the tactics
- Identify monitoring methods
  - Are adjustments needed?
Who attends?

- The Operations Section Chief – meeting leader
- Safety Officer
- Planning Section Chief
- Logistics Section Chief
- Resources Unit Leader

ICS Form 215 (Operational Planning Worksheet) is used to document the tactics meeting
Remember... Public Outreach

- Inform the public
- Inform elected officials

Transparency
- Manage public expectations
- Temper public expectations

Provide reliable information

Real-time information

Social media outlets, local cable channel
Public Information

- Establish a Public Information Officer (PIO)
- Evaluate if a Joint Information Center is needed
Remember... Response

- Highly visible event
  - Photos and video of response will be available on the internet within minutes of the incident
Patient Care Considerations

- Identify how to move patients from field to aid stations or immediate transport resources
- Determine who will be responsible for providing any supplies to the aid station
- Hospitals
  - Pre-planning activities – staffing
  - Patient distribution
Preparation

- Fixed aid stations
  - Provide simple first aid supplies
    - Band aids
    - Over the counter medications
    - Hydration drinks
  - Need protocols that provide guidance on how to handle non-transport situations
- Transport requirements
- Determine the number and type of EMS resources needed
  - Number and qualifications of personnel needed
Identify On-Site Needs

- Involvement of event personnel
  - Role in relocating patients
  - Prearranged meeting locations
  - Resources – wheelchairs, golf carts, etc.
  - Tools and techniques to help EMS find patients
    - Flags or strobe lights
- Clearly mark aid stations
- Aid station space
  - Provide shelter, supplies, and opportunity to recover unless life-threatening signs and symptoms are present
Prevent Unnecessary Transports

- Mobile aid teams
- Aid stations
- Prevent transfer of patients to the hospital for simple issues
  - Improves efficiency
  - Appropriate resource utilization
  - Preserves emergency room capacity for more serious events should they occur
IAP Compliance

- Incident operations must be directed and coordinated as outlined in the IAP
  - Deviations must be approved by the Operations Chief and communicated to and approved by the Incident Commander (IC)
  - Personnel accountability procedures should be documented within the IAP

- Unity of Command
  - Prevent accountability breakdowns!
  - Every individual must be assigned to only one supervisor
IAP Compliance

Span of Control – typically 5-7 direct reports

Resource Tracking
- Record resource status changes as they occur
- Report changes to the Resources Unit
- Accountability dependent on having a standard resource tracking method
Law Enforcement Partners

- Coordinate ingress and egress routes
  - Fire and rescue resources
  - Public routes
- Procedures for requesting medical aid for spectators or participants
  - What information is needed to determine dispatch and priority needs
Law Enforcement Incidents

- Credentialing and entry control
  - High-security events
- MCIs as a result of criminal activity
  - Patient and victim segregation and control
  - May result in additional resources in “Green” treatment areas
- Exposure to riot control agents
Weather Related Planning

- Perform risk assessment
  - Involve emergency management officials
  - Public information messaging
- Frequently affect your mutual aid partners in the same way
  - Mutual aid assets may not be able
- Identify surge capacity
- Prepositioning of supplies, personnel, and other resources
Weather Related Planning

- Establish an Emergency Operations Center (EOC) during the event
  - Volunteer organizations (American Red Cross)
  - Other assets and resource coordination (Public Works, Schools, Transportation, Utilities, etc.)
  - Sheltering – humans and pets
Weather Related Planning

- Public Health Department
  - Potential information on vulnerable populations
  - Access to additional medical personnel (Medical Reserve Corps, etc.)
Pre-planning
- Resources
- Venue familiarity – including landmarks that callers may use

Carefully prioritize calls
Remember... Recovery

- Cleaning and restocking equipment
- Critical Incident Stress Management (CISM)
- Press conferences
- Demobilization procedures (ICS Form 221)
Case Studies
Heritage Center
Marine Corps Museum
November 2006
High profile event
  - Coincide with Marine Corps birthday
4 day event
  - Attendees were through invite only
Primary responsibility for event was Quantico Fire and Rescue Department
  - Requested assistance for planning function (3 months)
  - Requested assistance for event
Critical Planning Factors

- Weather
- Spectators
  - Demographics
- Access
  - Limited
- Transportation Issues
  - Pedestrians
  - Traffic
Activities

Day 1 (evening) - Black tie reception
- Attendance estimation = 900 – 1,000 attendees

Day 2 - Dedication ceremony
- Attendance estimation = 15,000
- 17 VIPs with their own security details
  - POTUS
  - Governor
  - Cabinet members
  - High ranking military officials
Activities

Early demographic information (RSVPs)

- 0 – 30: 345
- 31 – 40: 552
- 41 – 50: 1,088
- 51 – 60: 2,481
- 61 – 70: 2,278
- 71 – 80: 1,978
- 81 – 100: 668
- # confined to wheelchairs: 238
Activities

Day 3
- Attendance estimation = 9,000 throughout day
- Restricted museum tours
- Evening candlelight memorial park dedication

Day 4
- Attendance estimation = 2,000
- Restricted museum tours
Site Challenges

- Site is limited in size
- One way in/one way out
- Attendees transported by bus
- Flow from satellite parking
  - North site – Pentagon
  - South site – Stafford Regional Airport
- VIP attendance
- Environmental impacts
Highlights

- Unified Command
- High security event
  - Site lockdowns
- Limited alternative options
  - Nature and duration of threat
  - Amount on site and stage of transportation plan
  - Suitable shelter and/or staging facilities
- Patient Care
  - 2 aid stations (restricted interior station)
  - 5 mobile teams (1 team was reserve)
U.S. Open Championship Golf Tournament
June 2011
U.S. Open Championship

- International tournament
- Approximately 250,000 spectators over the course of a week
- Primary responsibility for event security is by the event organizer
Critical Planning Factors

- **Weather**
  - Extreme heat conditions

- **Spectators**
  - Daily mass gatherings

- **Access**
  - Limited

- **Transportation Issues**
  - Pedestrians
  - Traffic
Activities

- Practice rounds – 2 days
- Championship rounds – 3 days
Key Components

- Initial planning efforts 2 years out
- Government Leadership Team
- Planning Cell Team
- Draft IAP
- Final IAP
Site Challenges

- 5 main admission gates
- Prohibited items – no electronic devices (civilians)
  - Cellular devices
  - Cameras
  - Coolers or containers
  - Chairs
  - Weapons
- VIP attendance
- Environmental impacts
High security event

Limited alternative options
- Expansive geographic area
- Nature and duration of threat
- Amount on site and stage of transportation plan
- Suitable shelter and/or staging facilities

Patient Care
- 3 aid stations
- 4 ALS carts
- 4 BLS carts
- 4 bike teams
Civil War
Sesquincentennial Celebration
July 2011
Pageland Farm

- Largest bus industry event east coast
- 30,000
- 8,600 reenactors
- Estimated 10,000 spectators /day
- Primitive site
Critical Planning Factors

- Weather
- Spectators
- Reenactors, campground and large animals
  - Onsite 4 days 24/7
- Access
  - Limited
- Transportation Issues
  - Pedestrians
  - Traffic
Activities

- Battle reenactment
- Military troop encampments
- Period tents and costumes
- Family activities and games
- Period craftsmen activities
- Historic weapons
Site Challenges

- Expansive geographic area
- Walking on site only – 400+ acres
- One way in/one way out
- Attendees transported by bus
  - Satellite parking Jiffy Lube Live
Event Challenges

- Excessive heat wave
- Period costumes
- Large animal involvement
- Physically challenging venue
Highlights

- Friday and Sunday 150-250 people came through the EMS Tents each day (400-500 total)
- Saturday 400 people came through
  - Treated 167+
- No deaths or critical Injuries
- Transported approximately 35 total
Highlights

- 1 accident
- 1 PDO
- 14 tick bites
- 1 injury during demobilization
Lessons Learned

**Strengths**
- Personnel executing plan
- Exercising regional resources (RHCC, NVERS, IMT)
- Planning coordination through EM Staff
- GIS support
- Tech support on site
- Investment in planning process and lead time prior to the event

**Outreach to EMS**
- Support from neighboring EMS and external partners
- Change to environment
- Treat & release protocols
- Self treat area
- Water
Lessons Learned

Improvement Needed
- Establish “minimums” for events ahead of time within jurisdiction
- Don’t minimize the event
- Full time assigned to the event
- Plan for full service for all days of the event
- Alternative patient movement vehicles
- Establish a work period of no more than 12 hours and stick to it

- Pre-event exercise
- Plan for weapons securing
- Large animal securing
- “Killing” versus “Dragging” for creepy crawler bugs
Lessons Learned
In Summary...
Gather all available historical records on the event
- Computer-aided dispatch (CAD) data
- Attendance data
- Previous Operations (OPS) plans
- Previous After Action Reports (AARs)

Identify stakeholders
- Any potential reimbursement issues

Meet with event organizers, schedule periodic updates
Define and map the event area of operations

- Locate evacuation points
- Locate emergency ingress and egress points
- Locate potential aid station locations
- Locate potential equipment caches
- Identify highly visible landmarks that can be used by callers to identify their location
- Identify potential areas for establishment of treatment and transportation areas
Planning Checklist

- Document all ambulance providers’ (air and land) contact information and capabilities in area around event
- Perform risk assessment
- Determine level of security to use in planning and operations
Create threat-specific plans
Possible command structure
Likely resource requests
Determination as to whether incident will be commanded by on-scene event staff or responding resources
Create a generic plan for threats not addressed or anticipated
Planning Checklist

- Perform a walk-through of the event location with event organizers
- Test radio communication equipment at the event location
  - Search for and document areas of poor reception
  - Test every channel that will be used during event
  - Verify agency interoperability
  - Test cell phone reception using provider-specific phones
Determine best location for event operations post, if applicable, based on following criteria:

- Cell phone reception
- Access to landline telephones
- Broadband internet access—test with computers to be used during actual event
- Radio reception
- Access to toilet facilities
- Isolation from high-noise environments
Planning Checklist

- Prepare communication plan
  - Internal and external
  - Written
  - Verbal conference calls
  - Face to face planning meetings
- Prepare demobilization plan
- Perform post incident analysis
  - Document lessons learned
Application

- Use for large scale incidents
- Use for potential large scale incidents
  - Pre-planning activity
- Train and practice increases comfort level
Questions/Comments

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